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AN ANALYSIS OF THE USE
OF THE BOSTON SOCIAL SERVICE INDEX
BY GROUP WORK AGENCIES

A Thesis

Submitted by

Mark Mazel

(A.B., Harvard College, 1935)

In Partial Fulfillment of Requirements for
the Degree of Master of Science in Social Service

1949

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A. Introduction

B. Purpose

The writer wishes to acknowledge his indebtedness to Miss Dorothy K. Howerton, Assistant Executive Secretary of the Family and Child Care Division of the Greater Boston Community Council and Secretary of the Boston Social Service Index Committee, and to Mrs. Donna D. Baer, Director of the Boston Social Service Index, for their valuable advice and assistance in the gathering of material and general preparation of this thesis.

In addition, the cooperation of the various agencies concerned, both local and out-of-town, in making data accessible is gratefully recognized.

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PREFACE

The writer wishes to acknowledge his indebtedness to Miss Dorothy E. Bennett, Assistant Executive Secretary of the Family and Child Care Division of the American Board of Christian Social and Service of the United States, for her valuable advice and assistance in the gathering of material and general supervision of this thesis. In addition, the cooperation of the various agencies connected with both local and out-of-town, in making such assistance is gratefully recognized.

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CHAPTER I

THE STUDY

A. Introduction

It is an accepted fact that the social group work field has generally reached a recognized level of professional competence in the last fifteen years. Concordant with the development of the field, group workers have begun to explore means of individualization of their programs, in an effort to understand agency members better and to be of greater help to them in individual personality growth and socializing experiences. In the face of this increasing interest among group work agencies in the individualized approach, the use of the Social Service Index as a tool in work with individuals needs exploration, particularly since this use is by no means common practice among group workers,¹ in contrast to the almost universal use of the Index by case workers.

B. Purpose

The writer, as a member of the Social Service Index Committee of the Greater Boston Community Council, was stimulated to make the present study because of the knowledge as a Committee member that Boston group work agencies made only a small use of the clearing service of the Index in comparison with corresponding agencies in some other cities. In order

¹ Gertrude Wilson, Group Work and Case Work, Their Relationship and Practice, p. 84.

CHAPTER I

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It is an accepted fact that the social group work field has recently reached a recognized level of professional competence in the last fifteen years. Concomitant with the development of the field, group workers have begun to explore means of individualization of their programs, in an effort to understand agency workers better and to be of greater help to them in individual personality growth and socializing experiences. In the face of this increasing interest among group work agencies in the individualized approach, the use of the Social Service Index as a tool in work with individuals needs exploration, particularly since this use is by no means common practice among group workers, in contrast to the almost universal use of the Index by case workers.

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The writer, as a member of the Social Service Index Committee of the Greater Boston Community Council, was stimulated to make the present study because of the knowledge as a Committee member that Boston group work agencies use only a small use of the clearing service of the Index in comparison with corresponding agencies in some other cities. In order

to get at the reasons for this ostensible lack of use of a community resource, some of the questions posed for the writer were to ascertain:

1. What are the general considerations facilitating or impeding local group work agency use of the Index, such as agency function, philosophy, objectives, recording, staff qualifications, etc.?
2. What types of cases or problems are cleared through the Index by local agencies and what are the accrued values to agencies which clear?
3. What are some of the general criteria for clearing cases through the Index by local group work agencies?

The writer hopes that the study will help perhaps to clarify local principles and procedures for Index use by group work agencies, and to provide background or source material for two larger current fields of inquiry in Boston, first, the matter of referral procedures between group work and case work, and secondly, the more comprehensive area of group work - case work cooperation itself.

C. Scope of the Study and Sources of Data

1. Sampling of Clearings

A three months' sample of all clearings at the Index by group work agencies was undertaken for the period from December 1, 1948 through February 28, 1949. Duplicate clearing slips were provided for the writer by the Index.

This type of sample was initially felt to be a valid one for the purpose of the study since: 1) it fell within the heaviest program period of the average group work agency; 2) it avoided the possible biases of intake clearings for nursery school departments (made in early Fall) and clearings for camps (made in late Spring), both revolving around budgeting for fees and other intake considerations primarily, which, although a

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clearings for camps (made in late Spring), both revolving around budgeting

for fees and other intake considerations primarily, which, although a

definite use of the Index by group work agencies, are not presumably typical of average clearing use for problems relating to the individual in a group work setting; and 3) an inspection of statistics for the corresponding sample quarterly period during the previous year indicated that while the quarter-year clearings were only 12.5 per cent of the total clearings for the nearest comparable twelve month period, the agencies clearing during the sample months accounted for 70.7 per cent of the total twelve month clearings.²

Discounting nursery and camp clearings, therefore,³ this type of sample, while not pretending to be quantitatively representative, in the opinion of the writer would offer a few clues to the range of problems occurring in local group work agencies for which the clearing service of the Index is utilized.

The actual sample for December, 1948 through February, 1949 turned out to be fairly similar to the inspection sample. The study sample represented only 15.8 per cent of the total twelve month clearings, but the agencies which cleared during the quarter-year accounted for 69.6 per cent of the total agency clearings for the twelve months.⁴

2. Information from the Agencies

Since the Index does not statistically "break down" clearings for different departments of an agency (for example, clearings of the group work departments of several multiple function agencies are not catalogued

² See Chapter VI for details.

³ About 20 per cent of yearly total for 1947 (from Index statistics).

⁴ Chapter VI, op.cit.

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Since the index does not statistically "break down" clearings for different departments of an agency (for example, clearings of the group work department of several multiple function agencies are not catalogued

² See Chapter VI for details.

³ About 50 per cent of yearly total for 1937 (from Index statistics).

⁴ Chapter VI, pp. 44.

separately from their case work departments), the study confined itself to an investigation of Index use by agencies whose primary function was group work; such as settlements, boys' clubs, young men's and young women's associations, Jewish centers, Scouts, and the like.

Considering that the connotation of "group work agency" can be broadly interpreted to include any sort of organization working with groups, for practical purposes, the study was limited to an examination of those agencies holding individual membership in the Neighborhood Houses and Youth Agencies Division (which is in effect the "group work" division) of the Greater Boston Community Council. Since any detailed discussion of the definition of group work, and hence, of a group work agency, is outside the scope of the present study, it was felt that this method served to encompass all authentic and "recognized" group work agencies concerned, Council membership being evidence that agencies met certain standards of auspices, financial control, staff, program and services, etc., necessary to carry out the group work process.

There are thirty-nine primary group work agencies at present in the Neighborhood Houses and Youth Agencies Division of the Council, counting as single agencies eight which have two or more branches.⁵ All eleven agencies currently using the Index are Council members. This does not include, of course, Index use by group work departments of multiple function agencies. There are three agencies of this type which are relatively heavy users of the Index. One is a child welfare agency which works

⁵ For obvious reasons, the agencies are not identified in the study. See Appendix I for list.

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² For obvious reasons, the agencies are not identified in the study. See Appendix I for list.

with protected groups, another is an intercultural agency doing group work as well as case work, and the third is an agency whose main function is cooperative industries and rehabilitation work. For the reason referred to in a previous paragraph, these could not be embodied in the study.

The using agencies were interviewed by the schedule method to secure information regarding policies and procedures in force for Index use. In addition, the agencies specifically involved were further interviewed for a delineation of problems and follow-up history on each clearing in the study sample.

TABLE 1
GROUP WORK AGENCIES IN THE GREATER BOSTON COMMUNITY COUNCIL
CURRENTLY USING THE INDEX

Type of Agency	Number
Settlement house	6
Boys' club	2
Jewish center	2
Young women's association	1
Total	11

The remaining twenty-eight agencies who came within the province of the Greater Boston Community Council did not currently use the Index. They were of two types, past users and agencies who had never used the Index. As part of the study, pertinent information regarding Index use was solicited from both groups of agencies via a questionnaire.

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The using agencies were interviewed by the schedule mailed to secure information regarding policies and procedures in force for index use. In addition, the agencies specifically involved were further interviewed for a delineation of problems and follow-up history on each client in the study sample.

TABLE I
GROUP WORK AGENCIES IN THE GREATER BOSTON COMMUNITY COUNCIL
CURRENTLY USING THE INDEX

Number	Type of Agency
6	Government homes
2	Boys' club
2	Jewish center
1	Young women's association
11	Total

The remaining twenty-eight agencies who came within the province of the Greater Boston Community Council did not currently use the index. They were of two types, past users and agencies who had never used the index. As part of the study, pertinent information regarding index use was solicited from both groups of agencies via a questionnaire.

TABLE 2

GROUP WORK AGENCIES IN THE GREATER BOSTON COMMUNITY COUNCIL
NOT CURRENTLY USING THE INDEX

Type of Agency	Number
Settlement house	18
Scouting or kindred organization	4
Community center	2
Young men's association	2
Boys' club	1
Girls' club	1
Total	28

3. Other Data

In addition to the sources above, the service accounting files of the Social Service Index provided statistical material relating to Index use in previous years. Through correspondence, a number of indexes or exchanges in other cities revealed varying amounts of comparative statistics.

TABLE 2
GROUP WORK AGENCIES IN THE GREATER BOSTON COMMUNITY COUNCIL
NOT CURRENTLY USING THE INDEX

Number	Type of Agency
18	Settlement house
4	Boys' club
2	Community center
2	Young men's association
1	Boys' club
1	Girls' club
28	Total

3. Other Data

In addition to the sources above, the services accounting files of the Social Service Index provided statistical material relating to Index use in previous years. Through correspondence, a number of indexes or exchanges in other cities revealed varying amounts of comparative statistics.

CHAPTER II

THE BOSTON SOCIAL SERVICE INDEX

A. Purpose and Function

The Boston Social Service Index is the oldest index in the country, having been founded in 1876. It has been a service department of the Greater Boston Community Council since 1930. In common with other indexes (or "exchanges" as they are generally known elsewhere¹), it is essentially a clearing house for the exchange of information among public and private social agencies.

Its purpose is to assist social agencies to focus social work resources to meet the needs of those who come to them for help, and to avoid duplication, confusion and waste². The Index thus has a two-fold function: 1) to catalogue social work sources of information about individuals and families; and 2) to promote such liaison between social agencies that jointly and severally they will serve clients more competently.

The means used is that of establishing and maintaining a central index of the case records of the health and welfare agencies in a given territory. The Boston Index is state-wide in coverage, serving over six hundred public and private agencies, and has nearly three million cards

1 For purposes of simplicity, the term "index" will hereinafter be used throughout the study to denote "exchange" as well, wherever the term is used in a general sense.

2 National Committee on Social Service Exchange, Handbook on Social Service Exchange, 1946, p. 1.

CHAPTER II

THE BOSTON SOCIAL SERVICE INDEX

A. Purpose and Function

The Boston Social Service Index is the oldest index in the country, having been founded in 1876. It has been a service department of the Greater Boston Community Council since 1920. In common with other indexes (or "exchanges" as they are generally known elsewhere), it is essentially a clearing house for the exchange of information among public and private social agencies.

Its purpose is to assist social agencies to focus social work resources to meet the needs of those who come to them for help, and to avoid duplication, confusion and waste. The Index thus has a two-fold function: 1) to catalogue social work resources of information about individuals and families; and 2) to promote such liaison between social agencies that jointly and severally they will serve clients more competently.

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Social Service Exchange, 1946, p. 1.
2 National Committee on Social Service Exchange, Handbook on

in its file³. These index cards do not record confidential social data such as need, social history, or service rendered, but record only essential identifying information; such as, names, addresses, ages and similar data, plus a list of agencies who either are currently working with the individual or family, or who have had contact with them in the past, together with the respective dates of contact.

The Index file consists of a primary name file, with master cards set up for each family group or unattached individual and filed by surnames, and a secondary street file set up by street addresses according to geographic subdivisions. The street file, though it does not show the agencies concerned, does have the surnames of family groups listed by addresses, and is a valuable auxiliary to the name file and a key to it, being searched first in the clearing procedure.

B. Clearing Procedures

"Clearing" is the basic process of determining through the Index the agencies that know a given person or family. A clearing (also called an "indexing") consists of an inquiry from an agency, a search through the file, and a report to the inquiring agency giving the relevant information produced by the search. The agency consults the Index by telephone or mail, and the resulting report by return mail (or by telephone in case of emergencies) arrives within twenty-four hours of receipt of inquiry. An Index report is actually a photostatic copy of the Index name card showing the exact information the Index has itself⁴. It is the responsibility of

³ Laura G. Woodberry, The Modern Index System, p. 3.

⁴ See Appendix V for examples of clearing inquiry and report.

in the file. These index cards do not record confidential source data such as name, social history, or service rendered, but record only essential identifying information; such as, name, address, age and similar data, plus a list of agencies who either are currently working with the individual or family, or who have had contact with them in the past, together with the respective dates of contact.

The index file consists of a primary name file, with master cards set up for each family group or unattached individual and filed by name, and a secondary street file set up by street addresses according to geographic subdivisions. The street file, though it does not show the agencies concerned, does have the addresses of family groups listed by address, and is a valuable auxiliary to the name file and a key to it, being searched first in the clearing procedure.

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5. James G. Woodberry, The Modern Index System, p. 5.

6. See Appendix V for examples of clearing inquiry and report.

the inquiring agency to initiate any consultation or follow-up work with agencies listed.

In the Boston Index every inquiry from an agency concerning an individual or family is recorded in the card file. This procedure is called "registration". Where the clearing shows a previous registration by another agency or agencies on the same individual or family or on a relative, this is referred to as "identification". A non-identified family or individual accordingly becomes a new card in the file.

Another existing procedure is that of "cancellation". This is a process of clearing in which an agency advises the Index to indicate on a particular family or individual card the fact that its case record is no longer of use. The agency has usually either destroyed the record, has decided after careful examination that the information contained is too meager or not useful to other agencies, or the record is otherwise not available. The registration is not deleted as such, but is marked "no record", thus retaining a value later on perhaps for possible research purposes.

In general, the organization, methods of operation, and practices of the Index are designed to protect the confidential nature of the relationship between persons who request social services and the agencies to which they apply⁵.

C. Eligibility

Fundamentally related to this aspect of confidentiality is the accreditation of social agencies which participate in the clearing

5 National Committee on Social Service Exchange, op.cit., p. 29.

the issuing agency to initiate any consultation or follow-up work with agencies listed.

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In general, the organization, methods of operation, and practices of the Index are designed to protect the confidential nature of the relationship between persons who request special services and the agencies to which they apply.

C. Efficiency

Fundamentally related to this aspect of confidentiality is the coordination of social agencies which participate in the clearing

service of the Index. Prior to 1947, agencies were carefully screened by the Director of the Index for admission to Index participation, but membership criteria were not precisely defined until the Social Service Index Committee (which acts in the capacity of a "Board" for the Index) was established by the Greater Boston Community Council in January, 1947.

The Committee then set up tentative minimum requirements for membership, which all new agencies requesting Index service were asked to meet. On February 10, 1949, these criteria⁶ were made applicable to all agencies, and every agency already participating was asked to re-apply for service in order to be certified under the new requirements.

From an examination of the membership criteria, it is clear that eligibility for use of the Index depends on a social agency having as its primary purpose the advancement of the welfare of its clients and of the community, being able to show that its work is socially important, and that it is empowered to do this work and is capable of handling it. The agency must agree to safeguard confidential information, and must be willing to keep records which contain adequate identifying data, plus information on the service requested and rendered. Membership also implies willingness to consult with other member agencies regarding the client in whom they are interested.

With respect to group work agencies using the Index, these membership standards raise immediate questions for the present and the future, particularly in relation to record-keeping, confidentiality, and profes-

⁶ See Appendix VI for eligibility criteria and Appendix VII for application forms.

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sional competence of staff. These questions will be touched upon in Chapter V.

D. Indirect Use

In order that no person may be deprived of the benefits to be derived from the use of the Index, provision has been made for any social agency or organization which is not eligible for regular participation in Index service, to be referred to the Information Service Department of the Greater Boston Community Council. Information Service will make the clearing, and will then share with the inquirer such of the information it receives from the Index as will be of benefit to the client. In this way, the client is helped, confidentiality is protected, and agencies needing occasional use of a community resource are given satisfactory indirect access to it.

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Chapter V.

B. Individual Use

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CHAPTER III

PHILOSOPHY OF INDEX USE BY GROUP WORK AGENCIES

A. Introduction

A search of social work literature reveals a good deal of material on social service indexes, ranging from references on organization, operation, management and coverage, to philosophy of use by agencies. Unfortunately, relatively little exists among the latter on the subject of index use by group work agencies. Although there is a National Social Service Exchange Committee sponsored by Community Chests and Councils of America to promote good exchange and index operation through consultation service, and to improve philosophy and practice through studies and publication of pertinent material, there has been no sustained effort to examine the relationship of the index to the field of group work.

There is no doubt that some group work agencies, particularly settlements, have used the index almost from its earliest days. In those pioneer times, some of the agencies gave practically undifferentiated service and were "all things to all men," no problem, individual or otherwise, apparently being beyond their scope. Certain services that these agencies provided, such as well-baby clinics and other health work, nursery schools, guidance, and various forms of personal services demanded access to a central index for the very same reasons as the services of the case work field.

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Many of these, being demonstration services, were turned over to other auspices, as twentieth century social work became more specialized. Where these and other services to people on an individual basis were continued, however, group work agencies continued to use the index. By and large, though, it can be said that, as social work function became more clearly delineated, group work agencies concentrated on developing highly organized programs of social, recreational, and educational group activities without much attention to individual needs.

No statistics exist for this early period. Almost up to the present day there is little factual evidence showing the extent of index use by group work. The comparative absence of documentation of philosophy in index literature relating to group work use indicates how meager and uneven the use has been.

B. The Group Work Process

Whatever thinking and writing has evolved on this subject has seemed to run parallel with the growth of the profession of group work itself. Group work's "debut" can probably be traced back to the year 1935, when the field was first given national recognition at the National Conference of Social Work as a method of social work, and when for the first time there seemed to be a general crystallization of aims and methods in the field. There sprang into being then an awareness of generic skill and common ground on the part of professional workers in settlements, Y's, boys' clubs, national program agencies, and other so-called "character-building" organizations, some of which previously had been mutually exclusive in agency consciousness.

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The group work process was seen intrinsically as a method of developing, through leadership, the individual's personality growth and social adjustment within a group setting, as well as a means of furthering socially desirable ends for groups as a whole.

The emerging concept of the group work process thus represented a shift from "activities-centered" to "person-centered" work. Group workers became more sensitive to individual behavior, and concomitantly had an increased understanding and appreciation of the social background of their members.

C. The Individualized Approach

This aspect of the individualized approach is perhaps the most important question involved in index use by group work agencies. However, because the generic concept of group work is comparatively new, agencies vary notably today in its application, not only in different communities and in different types of group work agencies, but also among the same general types of agencies as well. Focus on the individual may play a relatively large or small part in an agency's work, depending on the agency's emphasis on and interpretation of its group work role and function. A considerable number of agencies seem to be chiefly interested in activities program still, and are not particularly aware of the needs of individual members. It follows, then, that if planning for individual needs is not especially the concern of an agency, the procedure of marshalling community resources and inter-agency cooperation, via the social service index, in order to provide service to members in this direction, is unnecessary.

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C. The Individualized Approach

This aspect of the individualized approach is perhaps the most important question involved in today's use of group work agencies. However, because the generic concept of group work is comparatively new, agencies vary markedly today in its application, not only in different communities and in different types of group work agencies, but also among the same general types of agencies as well. Focus on the individual may play a relatively large or small part in an agency's work, depending on the agency's emphasis on and interpretation of its group work role and function. A considerable number of agencies seem to be chiefly interested in assisting program staff, and are not particularly aware of the needs of individual members. It follows, then, that in planning for individual needs is not especially the concern of an agency, the procedure of providing community resources and inter-agency cooperation, via the social service index, in order to provide service to members in this direction, is unnecessary.

Roy Sorenson has said that, "the use of the index depends upon how far group work will deal individually with people."¹ The extent and degree of individualization in group work agencies may vary all the way from the simple group leader-member relationship, where marginal interviews and home visits take place, to the face-to-face worker-client relationship, where actual case work interviews are conducted. In the latter situation, certain group work agencies have employed case workers on their staffs, either for direct case work, or for consultative service to the rest of the staff.

The argument whether or not it is the function of group work agencies to render case work service cannot be resolved in this study, but authorities agree that group work agencies should not carry the major responsibility for treatment in any case. The needs of the individual being paramount, it would seem that, depending on the agency set-up, effective handling by an agency might be direct case work treatment in some situations, straight referrals in others, incidental service in still others, or a combination, such as joint treatment with a case work agency. The significant point here is exploration of a problem by the group worker, and not treatment. According to the depth of the problem, the group worker can either help the individual directly, or find someone who can help him, which may or may not mean the withdrawal of the group worker entirely.² In this process of exploration, the use of the social service index can often be an indispensable tool.

1 Roy Sorenson, Use of the Exchange by Group Workers, p. 1.

2 Gertrude Wilson, Group Work and Case Work, Their Relationship and Practice, p. 65.

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1 Roy Gorenson, Use of the Exchange by Group Workers, p. 1.
2 Gertrude Wilson, Group Work and Case Work, Their Relationship and Practice, p. 62.

In the last analysis, the fundamental issue involved in individualization in group work is not the amount or kind of treatment which occurs within the walls of the group work agency, but the awareness of individual needs and the recognition of problems, to the end that the individual is served adequately and finally by the proper resources.

D. Value to Other Agencies

A second major consideration in the use of the index by group workers concerns the value of such use to the community as a whole, i.e., to all agencies. The underlying premise of the social service index is that of a two-way operation - an agency not only clears for information leading to assistance with a problem, but it also stands ready to give information or help to others, too. Since this latter can only be fulfilled when the agency makes known through index clearing and registration that it has contact with an individual or family, it is evident that when group work agencies make comparatively little use of the index, they may possibly be hampering their own efforts in behalf of members.

A partial reason for the limited use of the index by group workers may conceivably be the present philosophy of indexes themselves.

According to Gertrude Wilson,

...the social service index was set up as a case work tool and ... its organization, development and consequent history is pretty largely within the framework of case work rather than that of social work as a whole. Even today there has been little thinking devoted to how the social service index can become of service to group work. On the contrary, there has been instead, an effort to include group work registration in an index set up to serve the needs of case working agencies. . . . We wonder if part of the reason back of the infrequency of use of the index by group work does not lie in the fact that the index itself has not been as sufficiently aware of the needs

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and functions of group work as it has been of case work.³

Wilson takes issue with the summary of replies to a questionnaire sent to fifty-three indexes on the subject of group work use, in which it was stated that, "many of the [group work] agencies did not keep case work records, so that registration would be of no value in the long run."⁴ Her thesis is that limited case records or absence of such in a group work agency does not preclude the value of that agency's contact with an individual as a resource to case workers.

In her opinion, the value of registration with little or no accompanying records consists in the fact that the group work agency has a contact with the individual and might be able to give helpful cooperative service. She offers the suggestion that the index assist in this process through the installation of "flagging systems" by which the type of group work contact or service would be designated at the time of registration, a procedure which would eliminate unnecessary contacts between agencies, but which would still preserve the possibility of valuable cooperative service by the group work agency when applicable.

The quality of relation which the member has with the group with which he is identified is the all-important factor to be weighed in determining whether registration should take place. For purposes of this discussion, Wilson classifies three types of groups within a group work

³ Gertrude Wilson, Selective Use of the Social Service Exchange as a Tool in the Development of Cooperative Service of Case Workers and Group Workers, p. 1.

⁴ Luella Harlin, Do Group Workers Clear with the Exchange?, p. 2. See Chapter IV for a tabular summary of results of this questionnaire, compiled by the writer.

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³ David Harris, No Group Workers Clear with the Exchange, p. 2. See Chapter IV for a tabular summary of results of this questionnaire, compiled by the writer.

setting:

1. Purely recreational or educational with the focus upon the activity.
2. Recreational-educational with some effort to plan the program in relation to the expressed interests and needs of the member.
3. Member-centered groups with membership small enough for individualization of each participant.

In regard to the first of these, where the membership is apt to be large and the relationship between the leader and the member rather casual, Wilson says:

The group worker working with a large recreational group would have little factual information to give the case worker but he might become an important aid in the treatment program if the case worker knew how to use him. . . while little information would be available, some insight might be gained by discovering the client's reaction to his group work experience. If the experience seemed meaningful, a conference between the leader and the case worker might disclose a resource hitherto unsuspected.⁵

In the second situation,

While records in this type of group will not be very revealing of the personality of the individuals, the leader will undoubtedly have considerable knowledge about the members' expressed interests and their reactions to the program content. Registration . . . would indicate to an interested case worker that here might be a source of better understanding of some aspects of an individual with whom he is working.⁶

Membership in a group of the third type, that of the member-centered program,

would be the most productive of information significant to the case worker seeking to understand his client. Here the group worker is

⁵ Gertrude Wilson, Selective Use of the Social Service Exchange as a Tool in the Development of Cooperative Service of Case Workers and Group Workers, p. 2.

⁶ Ibid., p. 3.

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6 Carolyn Wilson, Effective Use of the Social Service Exchange as a Tool in the Development of Cooperative Service of Case Workers and Group Workers, p. 2.

primarily interested in the use the member is making of the group for his personal and social growth and development. The record will reveal his attitudes and interests as they are demonstrated in his behavior in the group activity. . . The case worker needs the benefit of the reaction of the group worker to the client as he sees him in a group situation.⁷

This consideration of value to other agencies turns on several other questions as well. One is that of 100 per cent registration versus selective registration. Total registration of group work members does not seem essential, and would be unwise and unnecessary even in the group work agency with a very thoroughly individualized approach. This same question of selectivity is at present being debated even by case work agencies. As applied to group work, it concerns not only the practicality of the time and cost factors and the ultimate benefit to other agencies, but also the moral right of group work agencies to place the names of their members in the file of the index.

In regard to the first question, the consensus in the literature is that clearing by group work agencies should be selective, and that only when an agency is in a position to render an individual service, when it recognizes a problem, or when it has a sufficiently personal relationship with a member, is index registration justified.

The moral right question revolves around whether members are considered clients or not. It is clear that the majority of group work agency members make no request for service other than for recreational or educational activity. Many group work agencies also serve people who are not in the lowest economic stratum. The question is partly academic,

⁷ Ibid., p. 3.

primarily interested in the use the member is making of the group for his personal and social growth and development. The record will reveal his attitudes and interests as they are demonstrated in his behavior in the group activity. . . . The case worker needs the basis of the reaction of the group worker to the client as he sees him in a group situation.

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since index use by group work is so small, but one argument is that, if an agency accepts the group work process as its working objective, then in common with the aims of social work as a whole, it has the responsibility of utilizing every aid and resource for promoting the growth of the individual.

There is no doubt that a large number of group work agency members might resent being registered in the index as "social work clients". To the extent that vital knowledge or clues to an individual problem might be valuable in the future should the problem become critical, some authorities say that agencies should have the obligation to record through the index such pertinent data or connection as they have. This is in tune with the fundamental purpose of the index in promoting liaison between social agencies in a community so that all will serve people more competently. However, the moral right issue is still an open one, and deserves more exploration and study than could be given here.

Another question which has been raised by some group work agencies is the claim that their membership represented "normal" people whose names were not to be found in the index.⁸ This claim has been refuted by the evidence obtained in both special samplings of membership and regular use of the index. This is discussed in detail in the next chapter. Socio-economic background has a possible bearing on the incidence of social agency contacts, but in general the same evidence disclaims this too.

A fourth question relating to the consideration of value of group work registration to other agencies pertains to professional competence

⁸ Gertrude Wilson, Group Work and Case Work, Their Relationship and Practice, footnote on p. 65.

since index use by group work is so small, but one argument is that, if an agency accepts the group work process as its working objective, then in common with the aims of social work as a whole, it has the responsibility of utilizing every aid and resource for promoting the growth of the individual.

There is no doubt that a large number of group work agencies have been mightily helped by registration in the index as "social work clients". To the extent that vital knowledge or ideas for an individual problem might be valuable in the future should the problem become critical, some authorities say that agencies should have the obligation to record through the index such pertinent data or connections as they have. This is in line with the fundamental purpose of the index in promoting liaison between social agencies in a community so that all will serve people more co-operatively. However, the moral right issue is still an open one, and deserves more exploration and study than could be given here.

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² Gertrude Wilson, Group Work and Case Work, Their Relationship and Practice, footnote on p. 23.

of group work agency staff and the safeguarding of confidential information. In case work the worker in the field is usually professionally trained. In group work the group leader is more often than not a volunteer. Hence the issue can be legitimately raised as to the suitability of a volunteer handling information obtained from other agencies through the index. Professional group workers themselves have only recently begun to incorporate basic understanding of individuals into their daily practice, and there has been no uniform attempt in the field at training of volunteers in this basic understanding as yet. Misuse of confidential information, though the helping effort may be well-meant, is an ever-present danger when leaders fall short of professional skill in interpretation of facts and situations. There is the further factor of the general lack of record-keeping and insufficient protection of existing records in group work agencies, both of which tend to minimize or invalidate the usefulness of group work in the two-way process referred to earlier.

An encouraging sign in this picture is the increasing amount of interest in the development of working relationships between case workers and group workers in the interest of better service to clients and members. This interest has been expressed by the setting up of study groups, special committees, and experimental projects in which workers from both fields of specialization have endeavored to work out methods of cooperative procedures.

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index by group work has been explored indirectly, and in at least one case work - group work project has been the actual focus of the study.⁹

The result of most of the cooperative efforts has been to point up the value of joint treatment and concerted planning, and to establish specific criteria for effective referrals and follow-up work, including some description of the role of the index as it pertains to group work agencies. The experience of case work - group work cooperation indicates further that despite the lack of case records and the limitations of professional staff, group work agencies can be extremely useful and valuable in the partnership of social agencies serving individual and family needs in the community. Use of the index by a group work agency, therefore, appears also to be controlled by its adequacy and willingness to cooperate with other agencies, as well as the previously stated considerations of awareness of needs, recognition of problems, and extent of its individualized approach.

E. Other Considerations

While not a philosophical aspect, a third element in the use of the index by group workers is in relation to group programming or broad community planning. Apart from clearing for individual needs, some group work agencies have also cleared entire activity groups in order to uncover information about the various members which would provide clues for changing or building a more constructive program for the group involved, or for similar groups.

⁹ Pasadena Council of Social Agencies, An Experiment in Case Work-Group Work Cooperation.

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Mass clearing for research and planning purposes has taken place in two ways: 1) where single agencies cleared either their entire membership, all members of a particular department, or some other membership sampling through the index; and 2) where community planning bodies have cleared entire memberships or membership samplings of all the group work agencies in a community. Both usually have been for the purpose of determining the proportion of memberships known to other agencies, and for other research purposes related to neighborhood and community planning. A number of these mass clearings will be described in the following chapter. Neither the use of the index for group programming nor for planning and research has appeared to be a common practice, compared with the use for working with individual needs.

5. The New York Study

While many agencies have conducted systematic studies of their use by the whole range of agencies in their communities which used the clearing service, the writer found only one instance in which group work use was definitely estimated per se.

In March, 1939, the Research Bureau of the Welfare Council, completed with a preliminary study in New York City. The study stated that group work agencies are little, if any, known to use the New York Exchange in connection with that part of their work which consists of providing group work and recreational activities. It was, however, in pressing need of special problem solving in their activities, usually through special

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CHAPTER IV

EXPERIENCE IN OTHER CITIES

A. Introduction

Because of time limitations, there has been no attempt made in the study to collect systematically comprehensive data on the use of the index by group work agencies elsewhere. However, in the course of the writer's search for general background material, several reports and studies were found which yielded comparative data, and in addition, through correspondence with various indexes in other cities for the purpose of obtaining these reports or studies, other statistics were furnished the writer which demonstrated the experience in those cities.

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services, such as clinics and personal service departments, that group work agencies made use of the clearing service, and in this area, clearing was still fairly negligible.

As an aftermath, however, a Joint Committee of the Group Work Section and the Exchange Committee of the Welfare Council followed up the study the next year with an experimental project to determine more specifically the value of the clearing service to group work agencies. Ten group work agencies were asked to participate in the experiment and the assistance of two students was secured for the field work, each working with five agencies. The project consisted of each agency clearing a selected number of members, checking with all identified agencies from the report slips, following through with these agencies by making proper referrals, and making program adjustments as a result of information secured from other agencies.¹

As a consequence of recommendations of this project, the Joint Committee was able to work out by 1942 suggested standards for the use of the New York Exchange by group work agencies. These outlined the purpose and value of group work Exchange use as follows:

1. For Coordination of Effort with Other Agencies

- a. If the use of the Social Service Exchange by group work agencies becomes sufficiently widespread, duplication of effort in behalf of the same member among different group work agencies would be avoided.

¹ Jerome Goldsmith, An Experiment in the Use of the Social Service Exchange by Five Group Work Agencies, and Irving Weisman, An Experiment in the Use of the Social Service Exchange by Five Group Work Agencies in a Metropolitan Area.

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I. For determination of effort with other agencies

a. If the use of the Social Service Exchange by group work agencies also becomes sufficiently widespread, duplication of effort on behalf of the same member among different group work agencies would be avoided.

1. Jerome Wolfenstein, An Experiment in the Use of the Social Service Exchange by Five Group Work Agencies, and Irving Wolman, An Experiment in the Use of the Social Service Exchange by Five Group Work Agencies in a Metropolitan Area.

- b. By clearance, group work agencies will make known to case work agencies that they are in a position to supply information concerning an individual in whom both are interested.

2. For Better Understanding of the Individual Member

Through the clearance of the name of an agency member, the group worker may obtain a knowledge of other agencies' contacts with the member. This information, when followed up, can lead to a better understanding of the individual, better insight into behavior, and a more constructive plan of helping the individual in the group work program.

3. As a Basis for More Constructive Program Building

Information obtained concerning one or more members of a group, may provide clues for program building.²

The point was carefully stressed throughout the report that clearing should be done on a selective basis only.

In addition to purpose and value of use, basic information was provided on the operating procedures of the New York Exchange. A guide was drawn up giving hints on selection of cases for clearing, record-keeping, confidentiality, follow-up and referrals. Methods of carrying out the suggested standards were summarized in the report as follows:

1. Appoint one staff worker to do all clearance. This might be the personal service worker or other staff member.
2. Arrange for club leaders, full time and part time workers to be in regular contact with staff worker who does clearance. The most successful method has been bi-weekly or monthly case conferences at which workers discuss specific cases and the staff collectively decides on clearance. This can also be done through worker and supervisor or directly through the clearance person according to the agency plan.
3. Information needed for the Social Service Exchange form should be made available to the designated person. If possible all membership information should be centralized.

² New York City Joint Committee, Standards for the Use of the Social Service Exchange by Group Work Agencies, p. 5.

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3. Information needed for the Social Service Exchange form should be made available to the designated person. It possible all member-ship information should be centralized.

4. After clearance, the same worker, or another worker should follow up with the agencies listed on the Exchange clearance form. It is desirable that all follow-up be done by one person.
5. After information is gathered, the procedure suggested in point 2 above should be utilized to transmit information to the particular worker involved so that the information can be utilized in the program.
6. Other periodic contacts with the agencies involved should be done by one worker. Referral, decided upon as a result of clearance information received, and discussion, should be done by one worker.³

Unfortunately, no information was available to the writer as to the effect of the above standards on the use of the New York Exchange by group work agencies in the intervening years. It may be theorized, however, that some progress has been made, at least in volume of use, to judge from the 1948 statistics of group work use in New York, thirty-one agencies making 905 clearings.⁴

C. Clearings in Other Cities Compared with Boston

It is difficult to compare the volume of clearings from city to city for obvious reasons. Size of population, geographical coverage, total number of using agencies, the extent of the individualized approach in agencies, index methods of statistical reporting, all vary. Even a mean average of clearings per agency cannot avoid the possibility of several large index users balancing a greater number of small users. Nevertheless, allowing for these limitations, Table 3 can serve as a rough comparison of Boston with three other cities.

3. Ibid., p. 9.

4 Letter to writer from New York Exchange, March 8, 1949.

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* Letter to writer from New York Exchange, March 8, 1949.

TABLE 3

CLEARING VOLUME FOR GROUP WORK AGENCIES IN THREE CITIES
COMPARED WITH BOSTON

City	Year Reported	No. Agencies Clearing	Total No. Clearings	Mean Clearings Per Agency
Cleveland ^a	1947	15	1000	66.7
Pittsburgh ^b	1948	11	497	45.1
New York ^c	1948	31	905	29.2
Boston	1948	11	158	14.4

Sources: a Letter to writer from Cleveland Clearing House, December 15, 1948. Note statistics are for 1947.

b Letter to writer from Pittsburgh Exchange, January 18, 1948.

c See Footnote 4, supra.

It may be seen from Table 3, then, that Boston group work agencies, in comparison with those in the other three cities cited (two of which are approximately the same size as Boston), are not using the index as much. Average use for Boston agencies is roughly from 20 to 50 per cent of use in the other cities. On the other hand, to illustrate further the unevenness of the national picture, correspondence from Chicago, Detroit and Providence indicates that the index is used negligibly or not at all by group work agencies in those cities.

D. Use of the Index by Types of Group Work Agencies

As pointed out in the preceding chapter, agencies included in the group work field may differ greatly in their application of the group work process. Hence one may expect a considerable variance in the use of

TABLE 2

GLASSING VOLUME FOR GROUP WORK AGENCIES IN THREE CITIES
COMPARISON WITH BOSTON

City	Year Reported	No. Agencies Classified	Total No. Classified	Mean Classing Per Agency
Cleveland ^a	1947	15	1000	66.7
Pittsburgh ^b	1948	11	497	45.2
New York ^c	1948	31	903	29.1
Boston	1948	11	128	11.6

Sources: a letter to writer from Cleveland Clearing House,
December 15, 1948. Note statistics are for 1947.

b letter to writer from Pittsburgh Community, January 10,
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c See footnote a, supra.

It may be seen from Table 2, then, that Boston group work agencies, in comparison with those in the other three cities listed (the cities which are approximately the same size as Boston), are not using the index as much. Average use for Boston agencies is roughly from 20 to 30 per cent of use in the other cities. On the other hand, the illustration further the universality of the national picture, correspondence from Chicago, Detroit and Providence indicates that the index is used negligibly or not at all by group work agencies in these cities.

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As pointed out in the preceding chapter, agencies included in the group work field may differ greatly in their application of the group work process. Hence one may expect a considerable variance in the use of

the index by different types of group work agencies.

A study was made by the questionnaire method in 1936 of group work agency use by types in fifty-three indexes around the country.⁵ Perusal of the summary of the questionnaire reveals many limitations to an objective analysis. Neither the number of agencies of any one type per city, nor the respective volumes of clearing was stated in the summary, merely that one type or the other cleared or did not clear. A distinction between clearing regularly and occasionally was made, but here again no definition of degree or extent occurred. Also, some types of group work agencies were not included in the survey. Yet the general comparison, even though made thirteen years ago, offers an interesting contrast in use. Table 4 shows that YW's and settlements used indexes in the most cities, while Scouts, boys' clubs, and YM's made smaller use comparatively.

A comparison of type use by proportionate volume of clearings can be shown by a further breakdown of the statistics in Table 3, page 28. The resulting summary presented in Table 5 demonstrates strikingly that in the four cities compared, the volume of use by settlements far outstrips use by any other type of group work agency. It must be realized that settlements constitute the numerical majority of group work agencies in most large cities, so they would be apt to have greatest volume of use. Conversely, while YW's may use the index in more cities than other types of agencies and are more wide-spread as a type than settlements, they are usually in the numerical minority of agencies.

5 Luella Harlin, Do Group Workers Clear with the Exchange?, p. 1.

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TABLE 4
COMPARISON OF INDEX USE BY TYPE OF GROUP WORK AGENCY
IN FIFTY-THREE CITIES, 1936*

Type of Agency	No. Cities Cleared Regularly	No. Cities Cleared Occasionally	No. Cities Cleared for Studies Only	No. Cities Cleared Did Not Specify	No. Cities Did Not Clear	No. Cities No Answer	Per Cent of Cities Cleared Regularly or Occasionally
Young women's association	15	16	2	5	14	1	59.6
Settlement house	13	16	2	2	16	4	55.8
Young men's association	5	12	2	1	30	3	32.7
Boys' club	2	9	2	2	37	1	21.1
Boy and Girl Scouts	0	8	5	2	35	3	15.4

* Source: See Footnote 5, supra.

TABLE 5

CLEARING VOLUME BY TYPE OF GROUP WORK AGENCY
IN THREE CITIES COMPARED WITH BOSTON^a

Type of Agency	Cleveland (1947)		Pittsburgh (1948)		New York (1948)		Boston (1948)	
	No. Clear.	Per Cent	No. Clear.	Per Cent	No. Clear.	Per Cent	No. Clear.	Per Cent
Settlement house	835	83.5	291	58.6	538	59.4	94	59.5
Young women's association	131	13.1	12	2.4	183.5 ^b	20.3	30	19.0
Young men's association	0	.0	45	9.0	183.5 ^b	20.3	0	.0
Boys' club	0	.0	44	8.9	0	.0	4	2.5
Boy and Girl Scouts	9	.9	0	.0	0	.0	0	.0
All others (Total)	25	2.5	105	21.1	0	.0	30	19.0
Totals	1000	100.0	497	100.0	905	100.0	158	100.0

^a Source: Same as Table 3.

^b Statistics from New York group YW's and YM's together. For tabular purposes this total was divided in half, although most probably YW's made the majority of these clearings.

A significant similarity of volume for settlements in Pittsburgh, New York and Boston (all approximately 59 per cent of total volume) can be noted from Table 5, but this is purely coincidental, because an inspection of the settlement clearings in the three reveals that Pittsburgh's total represented four settlements with a mean figure of 72.7 clearings per settlement, New York with twenty settlements had a mean of 26.9 clearings per settlement, and Boston with six settlements a mean of 15.7

TABLE 2

CLASSING VOLUME BY TYPE OF GROUP WORK AGENCY
IN THREE CITIES COMPARED WITH BOSTON

Type of agency	Cleveland (1947)		Pittsburgh (1948)		New York (1948)		Boston (1948)	
	No. Clear.	Per Cent	No. Clear.	Per Cent	No. Clear.	Per Cent	No. Clear.	Per Cent
Settlement house	832	83.2	227	53.6	238	59.4	41	29.2
Young women's association	131	13.1	12	2.4	167.5	50.3	30	19.0
Young men's association	0	0	5	1.0	167.5	50.3	0	0
Boys' club	0	0	14	3.2	0	0	1	2.2
Boy and Girl Scouts	2	.2	0	0	0	0	0	0
All others (total)	25	2.5	102	21.1	0	0	30	19.0
Totals	1000	100.0	187	100.0	395	100.0	128	100.0

a Source: Same as Table 1.

b Statistics from New York Group Y's and Y's together. For tabular purposes this total was divided in half, although most probably Y's made the majority of these clearings.

A significant similarity of volume for settlements in Pittsburgh,

New York and Boston (all approximately 25 per cent of total volume) can be noted from Table 2, but this is purely coincidental, because an inspection of the settlement clearings in the three reveals that Pittsburgh's total represented four settlements with a mean figure of 72.7 clearings per settlement, New York with twenty settlements had a mean of 26.2 clearings per settlement, and Boston with six settlements a mean of 15.7

clearings per settlement.

E. Percentage of Clearings Known to Other Agencies

One of the strong arguments in favor of the index is the percentage of identification of cases cleared. Many indexes throughout the country report a range of between 50 and 60 per cent of all clearings known to other agencies.⁶ The Boston Index has an unusually high ratio of overall identification, which has ranged from 70 - 75 per cent during the last five years.⁷ Table 6 shows the percentage of identification for group work clearings in Boston for 1947 and 1948.

It is clearly evident that the percentages of identification of Boston group work clearings compare very favorably with the overall ratios for all types of social agencies, both locally and elsewhere.

It might well be reasoned that the chances for identification, as illustrated from Table 6, are heavily weighted by two factors, viz.:

1) many of the group work agencies using an index are located in underprivileged areas, and the majority of their members would likely be known to other agencies; and 2) the agencies would clear only their exceptional problems, also increasing the chance for identification.

The writer has been able to gather conclusive evidence, however, proving that, to the contrary, statistics show that at least a third or more of the entire membership of every type of group work agency is likely to be on the rolls of the index. This evidence has been provided by the results of studies of mass index clearings of group work agency

⁶ From statistics at the Index.

⁷ Ibid.

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One of the strong arguments in favor of the index is the percentage of identification of cases cleared. Many indexes throughout the country report a range of between 50 and 60 per cent of all clearings known to other agencies.⁵ The Boston Index has an unusually high ratio of overall identification, which has ranged from 75 - 78 per cent during the last five years. Table 5 shows the percentage of identification for group work clearings in Boston for 1934 and 1935.

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⁵ From statistics at the index.

TABLE 6

IDENTIFICATION OF GROUP WORK CLEARINGS (CURRENT USERS)
AT THE INDEX BY TYPE OF AGENCY, 1947 - 1948

Type of Agency	1947			1948			Per Cent Two Year Average
	No. Clear.	No. Ident.	Per Cent	No. Clear.	No. Ident.	Per Cent	
Settlement house	125	102	81.6	94	65	69.1	75.4
Young women's association	45	20	44.4	30	20	66.7	55.6
Jewish center	29	21	72.4	30	18	60.0	66.2
Boys' club	9	8	88.9	4	3	75.0	82.0
Totals	208	151	72.6	158	106	67.1	69.9

TABLE 7

PER CENT OF MEMBERSHIPS IDENTIFIED AT THE PROVIDENCE EXCHANGE
BY TYPE OF AGENCY, 1935^a

Type of Agency	Per Cent Identified ^b
Settlement house	66 - 79
Boys' and girls' clubs	39 - 76
Boy and Girl Scouts	33 - 50
Young men's and young women's associations	33 - 46
All others	42 - 65

a Source: Community Chests and Councils, The Providence Survey, a Study in Community Planning, p. 82.

b Range of percentages found within types of agencies.

TABLE 6

IDENTIFICATION OF GROUP WORK CHARACTERS (PERCENTAGES)
AT THE INDEX BY TYPE OF AGENCY, 1947 - 1948

Type of Agency	1947			1948			Per Cent Year Average
	No. Class.	No. Ident.	Per Cent	No. Class.	No. Ident.	Per Cent	
Settlement house	132	103	81.8	94	65	69.1	75.4
Young women's association	45	20	44.4	30	20	66.7	52.6
Jewish center	29	21	72.4	30	18	60.0	66.2
Boys' club	9	8	88.9	4	3	75.0	82.0
Totals	205	151	73.6	158	106	67.1	69.9

TABLE 7

PER CENT OF MEMBERSHIP IDENTIFIED AT THE PROVIDENCE EXCHANGE
BY TYPE OF AGENCY, 1937^a

Type of Agency	Per Cent Identified ^b
Settlement house	66 - 73
Boys' and girls' clubs	39 - 76
Boy and Girl Scouts	33 - 50
Young men's and young women's associations	33 - 46
All others	42 - 62

^a Source: Community Goals and Councils, The Providence Survey,
A Study in Community Planning, p. 62.

^b Range of percentages found within types of agencies.

memberships in half a dozen cities. One of the first studies of this type was conducted in Providence during the Providence Survey of 1935. As part of the Survey all group work agency members were cleared. Table 7 shows the per cent of memberships known to non-group work agencies in the Providence Exchange.

In Springfield, Illinois, a like study, though not related to a city-wide social survey, was undertaken in 1939. All members of the group work agencies (YM, YW, Boy and Girl Scouts) were cleared with the Springfield Exchange. Of the total, 58.6 per cent were identified in the Exchange. Of further significance is the fact that, of those identified, 46 per cent or nearly half were known to three or more agencies.⁸

Two studies, where a representative sampling (every tenth member) of all group work agency memberships was cleared, illustrate similar results. Table 8 shows the percentage of identification among Hartford agencies in 1934, and Table 9 the same for Pasadena agencies in 1944.

Two other examples deserve mention. In Syracuse, in 1938, all the group work agencies operating camps (settlements, boys' clubs, YM, YW, Boy and Girl Scouts) cleared their camp applicants through the Syracuse Exchange. Of the 3298 children cleared, 52 per cent were identified.⁹

In 1937, the Jewish Community Center of Los Angeles cleared its entire membership (twelve hundred) through the Los Angeles Exchange.

⁸ Letter to writer from Springfield Exchange, November 24, 1948.

⁹ Syracuse Social Service Exchange Committee, Analysis of Central Camping File Operated by Social Service Exchange, p. 4.

memberships in half a dozen cities. One of the first studies of this type was conducted in Providence during the Providence Survey of 1932. As part of the survey all groups with agency members were listed. Table 1 shows the per cent of memberships listed to non-group work agencies in the Providence Exchange.

In Springfield, Illinois, a like study, though not related to a city-wide social survey, was undertaken in 1939. All members of the group work agencies (YM, YW, Boy and Girl Scouts) were listed with the Springfield Exchange. Of the total, 28.6 per cent were identified in the Exchange. Of further significance is the fact that, of those identified, 46 per cent or nearly half were known to three or more agencies.⁸

Two studies, where a representative sampling (every tenth member) of all group work agency memberships was chosen, illustrate similar results. Table 2 shows the percentage of identification among Hartford agencies in 1934, and Table 3 the same for Peabody agencies in 1934. Two other examples deserve mention. In Syracuse, in 1938, all the group work agencies operating camps (settlements, boys' clubs, YM, YW, Boy and Girl Scouts) cleared their camp applications through the Syracuse Exchange. Of the 3206 children cleared, 25 per cent were identified.⁹

In 1937, the Jewish Community Center of Los Angeles cleared its entire membership (active members) through the Los Angeles Exchange.

⁸ Letter to writer from Springfield Exchange, November 24, 1948.
⁹ Syracuse Social Service Exchange Committee, *Analysis of Central Camping File Generated by Social Service Exchange*, p. 4.

TABLE 8

PER CENT OF MEMBERSHIPS (10% SAMPLING)
IDENTIFIED AT THE HARTFORD EXCHANGE BY TYPE OF AGENCY, 1934^a

Type of Agency	Per Cent Identified
Neighborhood agency ^b	86.3
Young men's and young women's associations	47.3
Boy and Girl Scouts	38.5
All agencies	63.1

a Source: Community Chests and Councils,
The Hartford Survey, p. 40.

b Settlements and boys' clubs.

TABLE 9

PER CENT OF MEMBERSHIPS (10% SAMPLING)
IDENTIFIED AT THE PASADENA EXCHANGE BY TYPE OF AGENCY, 1944^a

Type of Agency	Per Cent Identified ^b
Settlement house	90
Boys' club	70-78
Young men's and young women's associations	44-50
Boy and Girl Scouts	30-32
All others	66-78

a Source: Pasadena Council of Social Agencies, An Experiment
in Case Work-Group Work Cooperation, p. II.

b Range of percentages found within types of agencies.

TABLE 8

PER CENT OF MEMBERSHIP (102 SAMPLES)
IDENTIFIED AT THE HARVARD KENNEDY BY TYPE OF AGENCY, 1934^a

Type of Agency	Per Cent Identified
Neighborhood agency ^b	36.3
Young men's and young women's associations	17.3
Boy and Girl Scouts	36.2
All agencies	59.1

a Source: Community Study and Committee,
The Harvard Survey, p. 40.

b Settlements and boys' clubs.

TABLE 9

PER CENT OF MEMBERSHIP (102 SAMPLES)
IDENTIFIED AT THE HARVARD KENNEDY BY TYPE OF AGENCY, 1911^a

Type of Agency	Per Cent Identified
Settlement house	30
Boys' club	70-75
Young men's and young women's associations	45-50
Boy and Girl Scouts	30-35
All others	65-75

a Source: Parsons Council of Social Agencies, An Experiment
in Case Work-Group Work Cooperation, p. 11.

b Range of percentages found within types of agencies.

Eighty-seven per cent were found to be known to other agencies.¹⁰

The writer is fully aware of the fact that many of these identifications described above may have been due to the depression which gripped the country for a decade or so back in the '30's. It is entirely possible that the identifications do not represent families who would have been in contact with social agencies for any health and welfare reason other than relief, either before or since the depression. Further exploration of this area would be necessary in order to clear up this point.

Nevertheless, the foregoing evidence on identification seems, on the surface at least, to refute the claim mentioned in the previous chapter by some group work agencies that their membership represented people whose names were not to be found in the file of the index, and also to answer the theoretical arguments that only exceptional cases and socio-economic background determine the percentage of identification.

It is obviously impossible to generalize and draw conclusions which will apply to every group work agency on the basis of the above figures. However, the evidence given appears to be representative enough to indicate that a wealth of information on group work agency members does exist in the files of other agencies.

F. Other Types of Central Filing Systems Used by Group Work Agencies

In reviewing the literature the writer came across several instances of community registration processes for group work agencies

¹⁰ Rabbi Jehudah M. Cohen, Report on a Project to Determine the Value of Clearing with the Social Service Exchange by a Group Work Agency - the Jewish Community Center of Los Angeles, p. 2.

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F. Other Types of Central Indexing Systems Used by Group Work Agencies

In reviewing the literature the writer came across several instances of community registration processes for group work agencies

¹⁰ Robert Johnson M. Cohen, Report on a Project to Determine the Value of Clearing with the Social Service Exchange by a Group Work Agency - the Jewish Community Center of New Haven, p. 5.

either outside of the index or as separate functions of the index. These separate registrations were performed to discover duplication, to analyze constituency and constituency trends, or for other community study purposes and research. Some of these were originally planned to be continuous operations from year to year, others were single collections of data. At the present time, none of the registration systems is on-going.

Madison, Wisconsin, for a period of eleven years (1931-1941), maintained a continuous Juvenile Exchange. The purpose of the Juvenile Exchange was to offer to group work agencies, both public and private, the same form of service as furnished to case work agencies by the Madison Social Service Exchange, to provide information which would enable group work agencies to plan more adequately a preventive program for members, and to coordinate the work of character-building agencies with child-caring and preventive agencies.¹¹ Every group work agency member in the city was listed in this Juvenile Exchange. Arrangement was made for a cross-checking with the Social Service Exchange, so that when a Juvenile Exchange name happened to be cleared with the Social Service Exchange, the group work agency involved was notified, in case it wished to give special attention to the individual, or to initiate joint planning.

No estimate is available as to the value of this service to Madison agencies in the matter of either individualized work or inter-agency cooperation. Records of the Juvenile Exchange¹² indicate merely that the

¹¹ From records of the Juvenile Exchange through correspondence with Madison Social Service Exchange, February 25, 1949.

¹² Ibid.

either outside of the index or as separate functions of the index. These separate registrations were performed to discover duplication, to analyze consistency and continuity trends, or for other community study purposes and research. Some of these were originally planned to be continuous operations from year to year, others were single collections of data. At the present time, none of the registration systems is on-going.

Madison, Wisconsin, for a period of eleven years (1937-1947), maintained a continuous Juvenile Exchange. The purpose of the Juvenile Exchange was to offer to group work agencies, both public and private, the same form of service as furnished to case work agencies by the Madison Social Service Exchange, to provide information which would enable group work agencies to plan more adequately a preventive program for children, and to coordinate the work of character-building agencies with child-caring and preventive agencies.¹¹ Every group work agency member in the city was listed in this Juvenile Exchange. Arrangement was made for a cross-checking with the Social Service Exchange, so that when a Juvenile Exchange name happened to be cleared with the Social Service Exchange, the group work agency involved was notified, in case it wished to give special attention to the individual, or to initiate joint planning. No estimate is available as to the value of this service to Madison agencies in the matter of either individualized work or inter-agency cooperation. Records of the Juvenile Exchange¹² indicate merely that the

¹¹ From records of the Juvenile Exchange through correspondence with Madison Social Service Exchange, February 22, 1949.

¹² Ibid.

data was useful for analyzing duplication of memberships and activities among group work agencies, turn-over of members, coverage of the child population and other constituency factors. It is interesting to note that in 1941, the last year of the Exchange, the duplication among group work memberships was only 8 per cent.

Reference is made in the literature to a continuous recreational index formerly operated in Flint, Michigan.¹³ The writer was unable to locate any information on this.

During the summer of 1938, the Syracuse Social Service Exchange operated a central camping file to take registration for all agencies affording camping to children. The project was undertaken on an experimental basis in order to discover duplication, supplementation, and the amount of dependency to be found among the families of campers.

The extent of duplication was found to be only 1 per cent (thirty-five children) of the total file. The agencies were notified in these cases and in most instances held conferences to work out best plans. Of children within the same family group, 3 per cent were filed by different agencies. The amount of dependency, or contact with other agencies, has previously been mentioned in this chapter.

Central files of group work agency members have also been compiled during numerous city-wide social surveys or community studies. These collections of data have served chiefly to indicate duplication and overlapping. In many of the communities, a surprisingly small amount of

¹³ Roy Sorenson, Use of the Exchange by Group Workers, p. 2.

data was useful for analyzing duplication of memberships and activities among group workers, turnover of members, coverage of the child population and other consistency factors. It is interesting to note that in 1951, the last year of the program, the duplication among groups with memberships was only 3 per cent.

References are made in the literature to a continuing record of index formerly operated in Flint, Michigan.¹³ The writer was unable to locate any information on this.

During the summer of 1938, the Syracuse Social Service Exchange operated a central mailing file to take registration for all agencies offering courses to children. The project was undertaken on an experimental basis in order to discover duplication, supplementation, and the extent of dependency to be found among the families of course.

The extent of duplication was found to be only 1 per cent (twenty-five children) of the total file. The agencies were notified in these cases and in most instances held conferences to work out joint plans. Of children within the same family group, 3 per cent were listed by different agencies. The amount of dependency, on contact with other agencies, has previously been mentioned in this chapter.

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¹³ Roy Stratton, Use of the Exchange by Group Workers, p. 2.

duplication of membership has existed among group work agencies. Four examples can be cited here - the overall percentages of individuals active or registered in more than one agency in these communities were: in Providence, only 5 per cent; in Springfield, Massachusetts, 8 per cent; in Ann Arbor, 9 per cent; and in Cleveland, 11.4 per cent.¹⁴ These low figures are somewhat more impressive when one takes into account the "duplications" of national program agencies, such as Scouts, which, in many cases, are not actual duplications of service, since the latter's program is non-building centered and may often be carried out in another group work setting.

The small amounts of duplication shown in the foregoing systems of central accounting raise the question as to their efficacy for group work agencies for this purpose alone. The recent increasing inability of community chests in many cities to provide even minimum agency budgets due to chest campaigns falling short would seem to demonstrate that separate files to check duplication should not be established at the present time, and even if adequate money were forthcoming, would probably be wasteful and time-consuming.

Enough evidence has been found above to intimate that the social service index is not the complete answer to the needs of the community for a central device in broad social planning. Further attention to this

¹⁴ Community Chests and Councils, The Providence Survey, p. 82, The Springfield Survey, p. 17, and The Ann Arbor Survey, p. 56. Welfare Federation of Cleveland, Central Area Social Study, p. 89.

duplication of membership has existed among group work agencies. Four examples can be cited here - the overall percentages of individuals active or registered in work group agencies in these communities were: in Providence, only 2 per cent; in Springfield, Massachusetts, 5 per cent; in Ann Arbor, 7 per cent; and in Cleveland, 11.5 per cent.¹¹ These low figures are somewhat more impressive when one takes into account the "duplications" of national program agencies, such as Ys, which, in many cases, are not actual duplications of service, since the latter's program is non-residing centered and may often be carried out in another group work setting.

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¹¹ In Community Chests and Councils, *The Providence Survey*, p. 62. *The Springfield Survey*, p. 17, and *The Ann Arbor Survey*, p. 59. *Welfare Federation of Cleveland, Central Area Social Study*, p. 39.

topic is beyond the scope of this thesis.¹⁵

A. Introduction

The above group work agencies currently serving the community were interviewed by the writer to receive information regarding their goals and procedures in terms of social work, as well as general information relating to program and services. Where possible, the person in charge of supervising individualized work at the agency was interviewed. Otherwise the director or some agency staff member was conferred with.

Table 1, page 7, shows the distribution by type of agency service.

B. Service Data

1. Kind of Service

In eliciting service data, it was realized that in order to have program and services data differentiated adequately, the nature of each one's limitations of observation, etc., of the difficulty in gathering the data and object. Hence the agency heads or those who represented the opinions of the agencies concerning the nature of the programs and the both formal and informal programs, and in the case of the agency heads, the nature of the programs.

¹⁵ For an interesting account of the relationship of the social service index to the charting of "social breakdown" and to social research, see Wayne McMillen, Community Organization for Social Welfare, p. 385.

topic is beyond the scope of this thesis.¹⁵

¹⁵ For an interesting account of the relationship of the social service to the granting of "social provision" and to social reform, see Rayne Hoffman, Community Organization for Social Welfare, p. 382.

CHAPTER V

GROUP WORK AGENCIES USING THE BOSTON SOCIAL SERVICE INDEXA. Introduction

The eleven group work agencies currently using the Boston Index were interviewed by the writer to secure information regarding policies and procedures in force for Index use, as well as general information relating to program and services. Where possible, the person in charge of supervising individualized work or of the clearing process in the agency was interviewed. Otherwise the executive or next ranking staff member was conferred with.

Table 1, page 5, shows the distribution by type of using agency.

B. Service Data1. Kinds of Service

In eliciting service data, it was relatively easy to break down program and services into differentiated categories, but because of obvious limitations of observation, etc., it was difficult to ascertain degree and extent. Hence the summary below in Table 10 represents the opinions of the agencies essentially. Some of the categories include both formal and informal programs, and in no case can the amount of individualized work be apparent from the data. For example, all of the agencies considered that their staff offered general personal service to members, yet five agencies provided direct case work in addition, eight had

CHAPTER V

GROUP WORK AMONGST THE BOSTON SOCIAL SERVICE AGENCIES

A. Introduction

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Table I, page 2, shows the distribution by type of using agency.

B. Service Data

1. Kind of Service

In eliciting service data, it was relatively easy to break down program and services into differentiated categories, but because of obvious limitations of observation, etc., it was difficult to ascertain the true and extent. Hence the summary below in Table II represents the opinions of the agencies essentially. Some of the categories include both formal and informal programs, and in no case can the amount of individualized work be separated from the total. For example, all of the agencies considered that their staff offered general personal services to new cases, yet five agencies provided direct case work in addition, eight had

TABLE 10

TYPE AND FREQUENCY OF PROGRAM AND SERVICES PROVIDED
BY THE AGENCIES USING THE INDEX

Kind of Service	No. Agencies Providing	Per Cent Agencies Providing
Group Program		
Recreational-educational (through clubs, classes, etc.)	11	100.0
Camp (including day camp)	11	100.0
Playground	7	63.6
Nursery school	6	54.5
Extension work	5	45.5
Services to Individuals		
General personal service	11	100.0
Vocational and educational guidance	10	90.9
Neighborhood visiting	8	72.7
Direct case work	5	45.5
Financial service (credit union, etc.)	3	27.3
Medical service (including dental)	2	18.2
Miscellaneous Program or Services		
Community organization	11	100.0
Residence facilities (non-staff)	1	9.1

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Services to Individuals		
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Medical services (including dental)	2	18.2
Miscellaneous Programs or Services		
Community organization	11	100.0
Residence facilities (non-staff)	1	9.1

neighborhood visiting, and ten did vocational and educational guidance. Of the ten agencies just referred to, only three had a formalized guidance department.

Since there was no opportunity to observe group program in action, any evaluation of the individualized approach as reflected in the group work process was impossible.

2. Membership Served

With the exception of one large community-wide agency which stated a membership of fifty-seven thousand, the range of number of members served was from three hundred to three thousand, with fifteen hundred being the median figure. Nine agencies served both males and females, and two, males only. Age range varied somewhat. The two agencies serving males only had ranges of from six to twenty-one and eight to eighteen, respectively. Of the others, all served the range from six to middle age adults, with six agencies serving pre-school children and five agencies aged people additionally.

This data thus shows that the bulk of the agencies (81.8 per cent) using the Index served both sexes and the age range from younger children to middle age, with a high proportion of agencies also dealing with pre-school children and aged persons. The evidence presupposes a wide array of contacts with people, and possible relationships with familial groups in many cases.

In a limited study of this kind, it was impossible to gauge the socio-economic background of the memberships adequately, but as a partial clue to this, a simple family income scale was used as a single criteri-

neighborhood visiting, and ran the vocational and educational guidance. Of the ten agencies just referred to, only three had a formalized case-work department.

Since there was no opportunity to observe group progress in action, any evaluation of the individualized approach as reflected in the group work process was impossible.

2. Membership Survey

With the exception of one large community-wide agency which stated a membership of fifty-seven thousand, the range of number of persons served was from three hundred to three thousand, with fifteen hundred being the median figure. Nine agencies served both males and females, and two, males only. Age range varied somewhat. The agencies serving males only had ranges of from six to twenty-one and eight to eighteen, respectively. Of the others, all served the range from six to middle age adults, with six agencies serving pre-school children and five agencies aged people additionally.

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on.¹ According to this scale, the majority of the memberships, in the case of six agencies, fell into the family income range of \$2000-2499, in the case of three other agencies, in the range of \$2500-3500, in one agency, under \$2000, and in one agency, over \$3500.

C. Correlation of Service and Membership Factors with Index Use

In an attempt to see whether use of the Index depended on the factors of kinds of service and membership, the breakdown of actual use in 1947 and 1948 by the eleven agencies was compared with elements of those factors.

TABLE 11

CLEARINGS BY GROUP WORK AGENCIES CURRENTLY
USING THE BOSTON INDEX, 1947-1948

Agency	Type	No. of Clearings		
		1947	1948	Two Year Totals
Agency A	Jewish center	24	0	24
Agency B	Boys' club	6	0	6
Agency C	Settlement house	1	0	1
Agency D	Settlement house	23	37	60
Agency E	Settlement house	2	1	3
Agency F	Settlement house	0	2	2
Agency G	Settlement house	4	4	8
Agency H	Boys' club	3	4	7
Agency I	Settlement house	95	50	145
Agency J	Jewish center	5	30	35
Agency K	Young women's association	45	30	75
Totals: Eleven agencies		208	158	366

Table 11 shows one or two sharp variations in use between the two years, but in general the clearing statistics are proportionately compar-

¹ Family income group guide used by Boston Housing Authority.

on. According to this scale, the majority of the membership, in the case of six agencies, fell into the family income range of \$2000-2500, in the case of three other agencies, in the range of \$2500-3000, in one agency, under \$2000, and in one agency, over \$3000.

C. Correlation of Service and Membership Factors with Index Use

In an attempt to see whether use of the Index depended on the factors of kinds of service and membership, the breakdown of actual use in 1947 and 1948 by the eleven agencies was compared with elements of these factors.

TABLE II

CLEARINGS BY GROUP WORK AGENCIES CURRENTLY
USING THE BOSTON INDEX, 1947-1948

Agency	Type	No. of Clearings	
		1947	1948
Agency A	Jewish center	21	0
Agency B	Boys' club	6	0
Agency C	Settlement house	1	0
Agency D	Settlement house	23	37
Agency E	Settlement house	2	1
Agency F	Settlement house	0	2
Agency G	Settlement house	1	4
Agency H	Boys' club	2	4
Agency I	Settlement house	22	26
Agency J	Jewish center	2	30
Agency K	Young women's association	42	30
Totals: Eleven agencies		205	158
			366

Table II shows one or two sharp variations in use between the two years, but in general the clearing statistics are proportionately comparable.

I Family Income Guide used by Boston Housing Authority.

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A scanning of size of membership as a possible factor reveals that Agency K, which reported number of members served far in excess of the range of the other ten, is a smaller user than Agency I, which had a membership of three thousand. Agency F had the same size membership as Agency J, but in comparison used the Index negligibly. Agencies D and I also had the same total membership but use differed by more than 100 per cent. Thus, while the case load (the "membership") of a case work agency may be a rough guide for comparative use of the Index in that field, as far as local group work agencies are concerned, there is no correlation between number of members and Index use.

Sex and age range of members served also appear to be factors at first glance, for the assumption might be made that boys' clubs, for example, dealing as they do with one sex and a limited age range, would not be in contact with social and family problems as much as other agencies. This is not borne out, however, by Table 11, which shows a smaller use for at least two settlements (Agencies E and F) in contrast to the two boys' clubs, where general size of membership was the same (or even larger, in the case of one settlement).

In Chapter III, socio-economic background of members was mentioned as a possible factor in Index use. With reference to family income as one component of socio-economic background, the study data shows that in 1947, Agency A, with the majority of its members in the income group over \$3500 and which had approximately the same size membership as Agency B, used the Index much more than the latter, whose membership largely fell in the

able.

A summary of size of membership as a possible factor reveals that Agency A, which reported number of members varied in an average of the range of the other two, is a smaller unit than Agency T, which had a membership of three thousand. Agency E had the same size membership as Agency T, but its composition was the index negatively. Agency T and E also had the same total membership but was different by more than 100 per cent. Thus, while the case found (the "membership") of a case with agency may be a rough guide for comparative use of the index in that field, as far as local group work agencies are concerned, there is no correlation between number of members and index size.

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In Chapter III, socio-economic background of members was mentioned as a possible factor in index use. With reference to family income as one component of socio-economic background, the study does show that in 1937, Agency A, with the majority of its members in the income group over \$2500 and which had approximately the same size membership as Agency E, used the index much more than the latter, whose membership largely fell in the

group under \$2000. As further evidence, the three agencies (D, J and K) whose memberships were mostly in the income group from \$2500-3500 were among the four heaviest group work users of the Index. Accordingly, local group work use does not seem to be governed by the economic situation of agency members, although economic situation is undoubtedly a contributing factor to social breakdown in urban areas, and therefore is a predisposing cause for social agency contacts.

Turning to program and services next, it is evident that provision of group services per se must have to be dispensed with as a factor in local Index use, because of lack of information on the extent of individualization in the group work program. As for services to individuals, a first examination of the figures in Table 10 discloses the fact that five agencies offer direct case work (Agencies B, C, H, I, and K). Even allowing for the fact that several agencies employ only part time case workers, does not explain the wide variance in clearing volume for these agencies. Agencies B, C and H among them had a total of only fourteen clearings in two years, as contrasted with Agencies I and K who had a joint total of 220 clearings. Furthermore, some of the agencies without staff case workers had a greater clearing volume than the first three above.

In relation to the mere fact of being provided, none of the other types of services to individuals lent themselves as possible criteria for Index use. As one example, of the three agencies who had formal vocational and educational guidance departments, only one agency cleared to any extent.

group under \$2000. As further evidence, the three agencies (A, B, and C) whose memberships were mostly in the income group from \$2000-\$3000 were among the four heaviest group with users of the Index. Accordingly, local group work has been not seen to be governed by the economic situation of agency members, although economic situation is undoubtedly a contributing factor to social breakdown in urban areas, and therefore is a predisposing cause for social agency contacts.

Turning to program and services part, it is evident that provision of group services for so many have to be dispensed with as a factor in local Index use, because of lack of information on the extent of individualization in the group work program. As for services to individuals, a first examination of the figures in Table 10 discloses the fact that five agencies offer direct case work (Agencies A, B, C, D, and E). Even allowing for the fact that several agencies employ only part time case workers, does not explain the wide variance in service volume for these agencies. Agencies C, D and E among them had a total of only fourteen caseworkers in two years, as contrasted with Agencies A and B who had a joint total of 230 caseworkers. Furthermore, some of the agencies without staff case workers had a greater clearing volume than the first three above.

In relation to the wide lack of being provided, some of the other types of services to individuals found themselves as possible criteria for Index use. As one example, of the three agencies who had formal vocational and educational guidance departments, only one agency showed to any extent.

To summarize, it is plain that the data collected on kinds of service and membership did not furnish any evaluative material which could be correlated with use of the Index by the group work agencies concerned. Reasons for the apparently uneven use are no doubt to be found in the realm of agency policy and objectives, and in the further determination of the extent of individualization in program and services. The first of these will be touched upon later in the chapter. Both topics, for thorough and objective analysis, deserve more specialized study than could be given in this thesis.

D. Length of Time Agencies Have Used the Index and Extent of Previous Use

The length of time that agencies had used the Index varied from three years to over forty. The median figure was over fifteen and under twenty years. Three agencies mentioned that they had begun to use the Index during the depression (this tallies with the median figure). One agency stated that because of present turn-over of staff and lack of suitable information, length of time of Index use was unknown. Unevenness of use was pointed up again by the three agencies which had cleared for over forty years (Agencies C, E and I). At present Agency I is the largest group work user, and Agencies C and E among the smallest three, so that contact with and knowledge of the Index over a long period of time apparently bear no relation to present clearing volume.

Six agencies stated that they cleared less now than in previous years (two mentioning a fairly large use in depression years). Three agencies definitely cleared more now than previously, one agency was a relatively new user, and the eleventh had no information to go by. It is

To summarize, it is plain that the facts collected on kinds of service and membership did not furnish any exclusive material which could be correlated with any of the index by the group work agencies concerned. Reasons for the apparently uneven use are no doubt to be found in the results of agency policy and objectives, and in the further determination of the extent of individualization in program and services. The first of these will be treated upon later in the chapter. Both topics, for thorough and objective analysis, require more specialized study than could be given in this thesis.

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noteworthy that the last five agencies all commented that they planned to use the Index more in the future. Because the Boston Index does not have detailed statistics of use before 1946, it was not possible to get corroborative information on past history from this source beyond that date.

E. Types of Problems Cleared

The agencies were asked to enumerate the types of problems, either individual or family, for which clearings through the Index were made. A grouping of the problems mentioned is displayed in Table 12.

The three largest problem areas are seen to be behavior-emotional, economic, and protective. The single problems mentioned most were aggressiveness, withdrawal, fee subsidy or arrangement for nursery or camp, family or individual economic need, and parental neglect.

It was not possible to discover the proportionate volume of types of problems as reflected in Index use. Agency K, which maintains a residence for members, did indicate that 75 per cent of its clearings originated there, particularly problems of runaways, transients and economic need. The sampling of clearings, an account of which follows in the next chapter, will offer a few clues to the relative incidence of problems in several agencies.

F. Value of Clearing with the Index

Each using agency gave four or five reasons why they thought the Index was valuable to them. A classification of these reasons is presented below in Table 13.

One agency further commented that clearing with the Index gave a chance for reflection, overcoming the tendency of staff to jump to conclu-

noteworthy that the last five agencies all commented that they planned to use the index early in the future. Because the index has not yet detailed statistics of use before 1960, it was not possible to get comparative information on past history from this source beyond that date.

E. Types of Problems Classified

The agencies were asked to summarize the types of problems, either individual or family, for which clearance through the index was made. A grouping of the problems mentioned is displayed in Table 12. The three largest problem areas are seen to be behavior-emotional, economic, and protective. The single problem mentioned most were aggressiveness, withdrawal, less ability to arrange for money or camp, family or individual economic need, and parental neglect.

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TABLE 12

TYPE AND FREQUENCY OF PROBLEMS MENTIONED BY AGENCIES
FOR WHICH CLEARINGS ARE MADE

Type of Problem	No. Problems by Areas	No. Times Mentioned
Behavior - Emotional	21	
Aggressiveness		5
Withdrawal		5
Psychological or personality (not specified further)		5
Delinquency		2
Destructiveness		1
Stealing		1
Sex problem		1
Runaway		1
Economic	11	
Fee subsidy or arrangement for nursery or camp		5
Family or individual financial assistance		4
Employment		2
Protective	5	
Parental neglect		3
Parental cruelty		1
Psychotic behavior		1
Mental Health	3	
Low I.Q. or dull child		2
Feeble-minded child		1
Physical Health	2	
Malnutrition		1
Illness (not specified further)		1
Social	2	
Illegitimate mother		1
Large family		1
Miscellaneous	1	
Routine clearing for nursery school		1
Totals	45	45

TABLE 12

TYPE AND FREQUENCY OF PROBLEMS MENTIONED BY AGENTS
FOR WHICH CLEARINGS ARE MADE

Type of Problem	No. Problems by Agent	No. Cases mentioned
Behavior - Emotional	21	
Aggressiveness		3
Withdrawal		2
Psychological or personality (not specified further)		3
Delinquency		2
Destructiveness		1
Stealing		1
Sex problem		1
Runaway		1
Economic	11	
Fee subsidy or arrangement for nursery or camp		3
Family or individual financial assistance		4
Employment		2
Protective	2	
Parental neglect		2
Parental cruelty		1
Psychotic behavior		1
Mental Health	3	
Low I.Q. or dull child		2
Feeble-minded child		1
Physical Health	2	
Malnutrition		1
Illness (not specified further)		1
Social	2	
Illegitimate mother		1
Large family		1
Miscellaneous	1	
Rooming clearing for nursery school		1
Totals	42	42

sions. Another stated that it did not see how an agency that did individualized work could get along without the Index.

TABLE 13

REASONS WHY INDEX IS VALUABLE AS EXPRESSED BY USING AGENCIES

Reason	No. Times Mentioned
In revealing suspected or concealed problems of members	11
For better understanding of members	10
As a tool in making proper referrals	8
For amplifying details or supplementary information in programming	8
As a time saver	7
Invaluable when needed	6
Helps to decide when to withdraw from a case	1
To avoid duplication of effort	1

It is interesting to note that in the answers to the question on types of problems cleared some general statements were also included indicating value or usefulness of the Index. Two agencies said that they cleared in situations which appeared to be too complicated for them to help with without further exploration. A third agency (the largest user) gave three additional reasons: 1) to help understand the background of families with which individualized work was done; 2) to indicate to other agencies that case records existed; and 3) in the training of field work students. All three agencies furnishing these statements had staff case workers.

The principal reasons why the Index is valuable to local group work agencies, then, are not too different basically from those in the

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TABLE 12

REASONS WHY INDEX IS VALUABLE AS VIEWED BY GROUP MEMBERS

Reason	No. Times Mentioned
To avoid duplication of effort	1
Helps to decide when to withdraw from a case	1
Investigations when needed	3
As a time saver	1
Information in program	5
For amplifying details or supplementary	8
As a tool in making proper referrals	8
For better understanding of members	10
Of members	11
In revealing suspected or concealed problems	11

It is interesting to note that in the answers to the question on types of problems cleared some general statements were also included indicating value or usefulness of the Index. Two agencies said that they cleared in situations which appeared to be too complicated for them to help with without further explanation. A third agency (the largest user) gave three additional reasons: 1) to help understand the background of families with which individualized work was done; 2) to indicate to other agencies that case records existed; and 3) in the training of field workers. All three agencies furnishing these statements had staff case workers.

The principal reason why the Index is valuable to local group work agencies, then, are not too different basically from those in the

case work field. They may be stated briefly: 1) as a way of getting from other agencies background or supplementary information on individuals they are interested in, for use in either individualized work or group programming; and 2) as an essential factor in referral and inter-agency cooperation.

G. Factors Limiting Agency Use of the Index

There are practical as well as philosophical factors limiting the use of the Index by group work agencies. Table 14 shows that practical determinants outweigh philosophical considerations in the local agency picture. Inadequate budgets and insufficient numbers of specially trained staff loom as the basic obstacles to Index use, regardless of how much a group work agency desires or is oriented to do in the way of individualized work.

TABLE 14

FACTORS LIMITING INDEX USE AS EXPRESSED BY USING AGENCIES

Factor	No. Agencies Mentioning	Per Cent Mentioning
Staff load or pressure of work	8	72.7
Staff qualifications and training	6	54.5
Record-keeping	5	45.5
Agency function and objectives	5	45.5
Lack of secretarial help	4	36.4

The agencies generally agreed that pressure of work on staff and lack of qualified or trained personnel were the greatest factors restricting Index use. "Need for time to do more individualized work," "Need for a case worker on the staff," "Use of the Index is directly propor-

case work field. They may be stated briefly: 1) as a way of getting from other agencies background or supplementary information on individuals who they are interested in, for use in either individualized work or group programming; and 2) as an essential factor in referral and inter-agency cooperation.

G. Factors Limiting Agency Use of the Index

There are practical as well as philosophical factors limiting the use of the Index by group work agencies. Table II shows that practical determinants outweigh philosophical considerations in the local agency picture. Inadequate budgets and insufficient numbers of specially trained staff loom as the major obstacles to Index use, regardless of how much a group work agency desires or is intended to do in the way of individualized work.

TABLE II

FACTORS LIMITING INDEX USE AS EXPRESSED BY GROUP AGENCIES

Factor	No. Agencies Mentioning	Per Cent Mentioning
Lack of essential help	4	30.4
Agency function and objectives	2	15.2
Record-keeping	2	15.2
Staff qualifications and training	6	24.5
Staff load or pressure of work	8	32.7

The agencies generally agreed that pressure of work on staff and lack of qualified or trained personnel were the greatest factors restricting Index use. "Need for time to do more individualized work," "Need for a case worker on the staff," "Use of the Index is directly proper-

tional to the amount of qualified staff we have in our agency," were some of the comments expressed. Tied in with this was a feeling of a general lack of record-keeping and secretarial help to assist with records. The prevalence of group work staff without graduate training was mentioned as a deterrent to keeping both group and individual records. Even where there was trained group work staff, or where case workers were employed, record-keeping was hampered by lack of special secretarial help. Several agencies said that if more trained staff were available, more problems of members could be uncovered.

In the area of agency function and objectives, two agencies stated that Index use was limited because most of their relationships with people did not necessitate the type of information to be derived from the Index, and that clearing was used as a last resort. A third agency stated that its primary function was recreational and educational, this naturally restricting Index use. Another agency intimated that it did not clear as much as other agencies because of the age range and economic level of its members, while a fifth said that it was going through a transition period in its philosophy and objectives, and that when this was resolved, there would be more likelihood of the agency clearing again.

A hopeful trend of thought for the future for expanded Index use existed among the majority of the agencies. Several signified that their group work staff was acquiring professional education, and others that an attempt was being made to keep more and better records. Two agencies had recently added additional case workers to their staff. In general, there seemed to be a growing awareness of the Index as a tool in referral

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and of the necessity of providing the wherewithal, either in staff or other resources, to implement its use.

H. Staff Members Clearing

Of interest in analyzing Index use by local group work agencies are the staff members who clear in each agency. The number of staff making clearings varied from one to twelve, with the median number being two. Volume of use in some cases roughly reflected the number of staff clearing; for example, Agencies I and K, with twelve and four "clearers" respectively, were the largest users. However, Agency A with one "clearer" and a two year total of twenty-four clearings, and Agency G, with five "clearers" and a total of but eight for the same period, indicate that a generalization cannot be made. The fact that Agencies I and K had largely non-group work staff making clearings may be significant here as contrasted with Agency G which had five group workers clearing and relatively little Index use. Table 15 illustrates the number and type of clearing staff compared with volume of clearing.

In regard to professional competence of staff, the eligibility criteria recently set up by the Boston Social Service Index Committee pose an immediate question as to the eligibility of group work staff currently using the Index. These criteria specifically state as minimum requirements that an agency's case work program should be in charge of a qualified social worker. Minimum standards for "qualified social worker" are three years of experience in social work in a qualified public or private agency, or college education and one year in an accredited school of social work. In an agency which does not have a case work program, the

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H. Staff Members Clearing

Of interest in analyzing Index use by local group workers are the staff members who clear in each agency. The number of staff making clearings varied from one to twelve, with the median number being two. Volume of use in some cases roughly reflected the number of staff clearing; for example, agencies 1 and 2, with twelve and four "clearings" respectively, were the largest users. However, agency 4 with one "clearing" and a two year total of twenty-four clearings, and agency 5 with five "clearings" and a total of but eight for the same period, indicate that a generalization cannot be made. The fact that agencies 1 and 2 had largely non-group work staff making clearings may be significant here as contrasted with agency 3 which had five group workers clearing and relatively little Index use. Table 15 illustrates the number and type of clearing staff compared with volume of clearing.

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TABLE 15

COMPARISON OF TWO YEAR CLEARINGS OF USING AGENCIES
WITH NUMBER AND TYPE OF CLEARING STAFF

Agency	Two Year Clearings	No. Clearing Staff	Type of Clearing Staff		
			Group Workers	Case Workers	Specialists in Individualized Work ^a
Agency A	24	1	1	0	0
Agency B	6	2	0	1	1
Agency C	1	1	0	0	1
Agency D	60	2	2	0	0
Agency E	3	2	1	1	0
Agency F	2	1	0	0	1
Agency G	8	5	5	0	0
Agency H	7	1	0	1	0
Agency I	145	12	2	10 ^b	0
Agency J	35	3	3	0	0
Agency K	75	4	0	2 ^c	2
Totals	366	34	14	15	5

a Includes 1 clinical psychologist, 2 neighborhood visitors, and 2 guidance workers.

b Includes 7 field work students doing supervised case work, 5 of whom are on a "generic" placement at the agency, and who do group work as well.

c Includes 1 field work student doing supervised case work.

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WITH NUMBER AND TYPE OF CLEARING STAFF

Agency	Two Year Clearings	No. Clearing Staff	Type of Clearing Staff	
			Group Workers	Base Workers
Agency A	24	1	1	0
Agency B	6	2	0	1
Agency C	1	1	0	0
Agency D	60	2	2	0
Agency E	3	2	1	1
Agency F	2	1	0	0
Agency G	8	2	2	0
Agency H	7	1	0	1
Agency I	115	12	2	10 ^b
Agency J	35	2	2	0
Agency K	75	4	0	20
Totals	366	34	14	12

a Includes 1 clinical psychologist, 2 neighborhood visitors, and 2 guidance workers.

b Includes 7 field work students doing supervised case work, 2 of whom are on a "general" placement at the agency, and the 5 group work as well.

c Includes 1 field work student doing supervised case work.

person in charge of the department using the Index should be eligible to belong to the professional organization in that field.²

From the schedule data, all eleven agencies, on the basis of social work education and training of top clearing personnel, meet these minimum standards, either as applied to a program of case work or non-case work respectively. All case workers in the agencies had school of social work training and/or master's degrees in social work. The group work "clearers" at the sub-executive and executive levels (in two agencies executives cleared) were all eligible, by virtue of experience and training, for membership in the American Association of Group Workers, with four having one year or better of graduate social work education.

The crux of the problem in this situation is whether top clearing personnel actually supervise the entire clearing procedure for their agency or not. In answer to this question, six agencies replied that a designated person on the staff had overall supervision for the clearing procedure. The remaining five agencies (among them Agency I, the largest user) had no staff member so designated. Of the two agencies which had both case workers and group workers clearing, in only one agency did the former supervise the process. It seems logical to expect now, with agencies having to re-apply for Index use under the Index reorganization plan, that they will necessarily have to assume this supervisory responsibility, along with re-examining all clearing policies and procedures. The latter will be discussed in the next section.

² See Appendix VI for eligibility criteria.

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I. General Policies and Procedures Followed in Clearing

Eight agencies stated that they had no overall policy in using the Index. None of the three agencies who replied affirmatively had a written policy. No agency made a planned effort to acquaint new staff people specifically with Index use. Three agencies mentioned that they had very small staffs and this procedure was unnecessary. Two said that with new staff members the Index would probably be referred to indirectly when discussing community resources or in a description of duties. A fifth agency (Agency I) usually mentioned the Index briefly during the orientation week for new field work students, while a sixth brought up the matter only when an actual problem with an individual arose in a new person's work. Another replied that decision to use the Index was always made at staff meetings, and that any interpretation of the Index would occur there.

At nine agencies clearing slips were made out by the clearing staff, in the remaining two by clerical persons. The report slips (photo-stats) from the Index were placed in case folders in nine agencies, and in special office files by two. In one agency, the slips were destroyed after pertinent information had been taken off. Provisions for safeguarding report slips were as follows (some agencies using more than one method): locked file, five agencies; locked drawer, two; unlocked file or drawer but in special locked office, six. One agency maintained the doubtful practice of having report slips (and case records) kept in staff members' rooms at the staff residence.

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Seven of the agencies described occasionally clearing at the time

of an individual's first contact with the agency. In four instances, agencies cleared either new children applying for camp or camp cases involving subsidy. Four agencies cleared "exceptional" cases of new members, where problems were easily apparent or suspected. This included the agency which registered suspected runaways in connection with its residence for members. One agency cleared all its nursery school applicants, and another cleared individuals who had asked the agency to assist them in getting part time jobs, upon joining the vocational classes at the agency.

Only one agency was currently indexing on a routine basis for any of its departments, and this was the agency which cleared nursery intake above. A second agency, with a large summer camp, described having cleared its entire roster of camp applicants (over five hundred) in 1946, for the purpose of discovering duplication with other camps and for subsidy determination, but had discontinued this procedure since.

None of the eleven agencies had ever cleared a particular group as a whole, such as a club group. One agency mentioned clearing currently for research purposes, in connection with the training of graduate field work students, and also having cleared from time to time in the last fifteen years entire portions of the membership (such as the boys' department), in order to analyze constituency trends.

In regard to the cancellation procedure, none of the agencies practiced this. Two agencies (I and K, both with case work staff), occasionally re-registered cases, re-registration being the process of clearing an individual or family which had been registered with the Index by

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the agency at a previous time. Again, none of the agencies had ever sent in additional information or corrected identifying data on a case (change of address, re-marriage, etc.)

While several agencies had consulted case work agencies from time to time on problems, none had made clearings in addition to regular use through the consultant agency.

In relation to agencies re-examining their clearing policies and procedures, as far as the new eligibility criteria pertain, specific mention is made only that agencies should supply adequate identifying data for Index files, have an office where records are kept and safeguarded, and provide sufficient protection of the confidential nature of their records.³ The local agencies appear to be meeting these requirements fairly well now. Nearly all have professional staff making out clearing slips, thus insuring the best potential resource for identifying data, provided staff are aware of the necessity of full information. Almost all seem to have adequate provision for safeguarding information also, with the exception of the agency where case records are kept in the staff residence. Reference will be made in the next section to protection of the confidential nature of information, as applied to post-clearing procedures.

While the Boston Index does not have a handbook for using agencies (one is in preparation), there are some clearing policies and procedures, accepted practice for which would no doubt be outlined in a guide of this sort. Deviation from these would not bar an agency's participation in

3 Ibid.

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While several agencies had consulted case work agencies from time to time on problems, none had made changes in addition to regular use through the consultant agency.

In relation to agencies re-examining their existing policies and procedures, as far as the new eligibility criteria permits, specific information is made only that agencies should supply adequate identifying data for Index files, have an office where records are kept and safeguarded, and provide sufficient protection of the confidential nature of their records. The local agencies appear to be meeting these requirements fairly well now. Nearly all have professional staff making out clearing slips, thus insuring the best potential resource for identifying data provided staff are aware of the necessity of full information. Almost all seem to have adequate provision for safeguarding information also, with the exception of the agency where case records are kept in the staff residence. Reference will be made in the next section to protection of the confidential nature of information, as applied to post-clearing procedures.

While the Boston Index does not have a handbook for using agencies (one is in preparation), there are some clearing policies and procedures accepted practice for which would no doubt be outlined in a guide of this sort. Deviation from these would not bar an agency's participation in

the Index necessarily, but efficient operation of an agency and of the cooperative principle of the Index would seem to depend directly on adherence to such desirable practices. Included in these would be having a definite written policy at each agency regarding Index use, planned indoctrination of new staff members to the Index, and attention to cancellation, re-registration, and additional information procedures.

The question whether Index clearing should be discussed with the client or not has been debated often among case work agencies. Some case workers believe that they would feel more comfortable about using the index if it were done with the client's permission.⁴ The eleven group work agencies in the study were asked whether members knew their names were being cleared. None replied in the affirmative. Several agencies felt that there was no necessity for it because of clearing so few cases, others that for the specific reasons cleared, there was no special point to it. Two agencies had not given this matter any thought. A third agency stated that since it had no opportunity to interpret the index, many members who were cleared would undoubtedly be disturbed if told about it. Two other agencies felt that, in their opinion, clearing without discussing it with individuals was unquestionably an invasion of privacy philosophically. However, they saw no easy way of interpretation, so merely mentioned to members that it might be necessary to get additional information or to contact other agencies in order to help them.

Case work agencies which have tried discussing this with clients

⁴ Beatrice R. Simcox, "The Social Service Exchange," Journal of Social Case Work, 28:393, December, 1947.

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dex if it were done with the client's permission.¹ The eleven group work
agencies in the study were asked whether members from their names were
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Case work agencies which have tried discussing this with clients

¹ Beatrice E. Stinson, "The Social Service Exchange," Journal of Social Case Work, 28:393, December, 1947.

have usually given it up, finding it of doubtful value and more confusing than helpful. The opinion of one authority in the case work field is that this practice is not desirable, as in most cases the client would be expected to decide about a technical professional instrument which he did not understand, and about which it would be natural for him to have great anxiety.⁵

J. Post-Clearing Policies and Procedures

1. General Follow-up Methods

For the most part, any social agency clearing a case with the Index will deal with it in three possible ways: 1) direct or indirect work with the individual or family at the agency; 2) complete referral to another agency or agencies, or joint treatment; or 3) no follow-up at all. This applies to group work agencies as well. In the present study, as mentioned before, it was not possible to determine the degree of direct or indirect work, or the extent of referral or joint treatment. The succeeding account represents a summary of descriptive replies from the agencies interviewed, covering their general follow-up methods.

In choosing agencies identified on the clearings for follow-up, all eleven agencies were selective in choice, picking the agencies by pertinency and recency of Index registration, rather than contacting all agencies on the report slip or all of a certain type.

No one medium of follow-up was used exclusively by any of the local agencies. Ten agencies used telephone contacts, eight wrote

⁵ Ibid., p. 393.

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1. Post-Discharge Follow-up and Treatment

1. General Follow-up Methods

For the most part, any social agency planning a case with the index will deal with it in three possible ways: 1) direct or indirect work with the individual or family at the agency; 2) complete referral to another agency or agencies, or joint treatment; or 3) no follow-up at all. This applies to group work agencies as well. In the present study, as mentioned before, it was not possible to determine the degree of direct or indirect work, or the extent of referral or joint treatment. The succeeding account represents a summary of descriptive replies from the agencies interviewed, covering their general follow-up methods. In choosing agencies identified on the clearance for follow-up, all eleven agencies were selective in choice, picking the agencies by pertinency and recency of index registration, rather than contacting all agencies on the report slip or all of a certain type. No one medium of follow-up was used exclusively by any of the local agencies. Ten agencies used telephone contacts, eight wrote

letters, and seven made visits to other agencies. Three agencies requested summary reports on cases in their letters, one agency, in particular, on contacts that were "old" listings. Form letters were not used in any instance. Several agencies mentioned that visits were made only when records of other agencies were to be read. Six agencies stated that telephoning was the preferable method of contact, three of these commenting that it was the most practical, was time saving, or that it was "enough for agency purposes". Two agencies preferred letter writing, and two visiting, although one agency in each of these categories stated that the telephone was more expedient.

Supplementary information was obtained in two ways, in addition to telephone consultation and summary reports received: six agencies read full case records at other agencies, depending on the particular agency⁶ or the nature of the case; four agencies used the case conference method, either at their own office or at the contacted agency's. Case conferences also depended on the nature of the case, and, in some situations, on whether contact agencies were nearby or not. One agency had a policy of getting the individual's permission before any supplementary information was procured.

In Chapter III, the danger of possible misuse of confidential information by both experienced and inexperienced staff was discussed. The agencies were asked their procedure in giving out information derived as

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a result of a clearing to different types of group work or other staff at the agency. In two agencies, the case worker who cleared carried the entire case, and did not release any information. In relation to full time staff, seven of the other agencies gave full information to other staff members, either at individual conferences with the clearing worker, at staff meetings, or by furnishing case records to be read. In the remaining two agencies selected information only was passed on to regular staff, depending on the department involved (with the agency concerned about runaways it was to the residence staff), and the maturity, understanding and experience of the particular staff members.

In regard to graduate field work students, the situation was nearly identical, with seven agencies giving full information via the same methods to field workers, and one agency supplying selected information.

Two agencies gave full information to part time staff, but these were to medical and guidance staff respectively. The remaining seven agencies released selected information only to part time staff, where necessary in the development of the case and where the same qualifications of maturity, understanding and experience warranted it.

With volunteer workers, none of the agencies gave out full information. Three agencies released none at all, and six supplied carefully chosen data only to those volunteers who had amply demonstrated the capacities previously referred to.

To sum up these general follow-up methods, local group work agencies exhibit good practice, as exemplified in the case work field, in their selective choice of identified agencies for follow-up, by pertinency

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To sum up these general follow-up methods, local group work agencies exhibit good practice, as exemplified in the case work field, in their selective choice of identified agencies for follow-up, by particularly

and date of registration. While telephoning seems to be the most frequent and preferable way of contacting other agencies, it must be remembered that, in spite of its speed, a telephone contact may be hurried, superficial, and misinterpreted. Correspondence and case conferences make for a more thoughtful approach to problems.

Procedures for passing on confidential information in the agencies cannot be evaluated without more detailed study. The agencies seem to be well aware of the hazards involved in misinterpretation of confidential facts and situations, and the subsequent inaccurate conclusions which can often arise, to the detriment of the case, the program, and the agency.

2. Direct and Indirect Work at the Agency

Agencies used clearing reports and information derived from follow-up in four manners in working with the individual at the agency:

- 1) group programming for the individual concerned; 2) informal counseling
- 3) vocational or educational guidance; and 4) direct case work.

In analyzing answers to the schedule questions, it was difficult to separate out efforts in program adjustment from the other categories. Some agencies used all of the methods simultaneously.

Six agencies mentioned that clearing information was utilized to shift members to more suitable group activities, and three stated that it was also employed to provide new program or change of program emphasis within the existing group. One of these agencies paid special attention to health problems discovered, changing group participation accordingly.

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leaders who were in contact with the individual in question in group activities, in order to assist them in helping the individual's adjustment in their various groups. A third agency said that follow-up information plus case work at the agency was used as a clue to initial placement in group activities. One agency expressed the consensus fairly well in its statement that, "knowing the background of a member gives a different twist to the member's picture in agency activities."

Four agencies considered that clearing information was used in informal counseling especially. The types of counseling could not be summarized from the answers to this question, and seemed to vary all the way from marginal interviews⁷ to planned contacts just short of the face-to-face worker-client relationship. Settlements in particular felt that there was a clear distinction between informal counseling, or personal service as it is termed in most instances, and direct case work. Personal service, in one of these agencies, was regarded as part of every staff worker's job, from the executive down.

The three agencies which had formal guidance departments made use of clearing information as background material for vocational or educational guidance, with one additionally commenting that such information often served to indicate whether testing service should be given or not.

The five agencies offering direct case work all used clearing and follow-up information as general background in treatment to provide added

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facts, a better overall picture of the individual, and further insight into the problem. Of these, two agencies did medical social work only.

3. Referrals and Joint Treatment

Ten of the eleven agencies followed up clearings with referrals and/or joint treatment. The remaining agency (Agency A, which did not clear in 1948) stated that it cleared camp cases only and used information for its own individualized work. All ten agencies making referrals following clearings said that these were made only by staff who had done the clearing.

As in the case of direct and indirect work in the previous section, it was hard to make a sharp distinction on the basis of the data collected between complete referrals and joint treatment. In all instances it appeared that referrals where made were follow-ups of problems largely beyond the resources of the clearing agency.

Nine agencies specifically mentioned some kind of supportive work in joint treatment with other agencies. Supportive work by the group work agencies was defined variously as adjustment in programming, interpretation of referral agencies⁸ to members to get them to accept case work treatment, attention to "socializing" problems of a member while the case work agency worked with "personal" problems, or a particular type of case work treatment differing from that of the referral agency. The agencies generally agreed that, in joint planning, they tried to work out together with the referral agencies their respective roles and responsibil-

⁸ The term "referral agency" as used here and in succeeding instances in the study denotes the agency referred to (by the group work agency).

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ities, or to plan treatment in specific areas.

A frequent use of progress reports both ways was reported in two agencies, and of case conferences in two others. A fifth agency stated that because a case worker was shared with a neighboring family service agency, a close tie-up existed with that agency, and referrals and joint treatment were therefore more casual and informal. Another agency said that, in its opinion, the greatest proportion of clearings was found to be "closed" cases of other agencies, and that hence it spent most of its follow-up time working with the pertinent agency to open the case again.

One of the major premises of the index as a social work tool is the fact that in addition to using the index as a lead to information elsewhere, agencies register themselves as a source of information, too. Yet only two agencies (I and K - the largest users) specified that occasionally other agencies contacted them as a result of an Index registration being made known to the latter through their clearing the same case later. In these situations, the same kind of joint planning as above was effected.

However, this distinction is partially misleading, because, in the process of taking the initiative for follow-up work, all of the agencies in the study who made referrals undoubtedly shared all the information they had. This ostensible disuse of the two-way process may perhaps be explained by the prevalent lack of knowledge among case work agencies that group work agencies do clear with the index and have potentially valuable information to share or member contacts that can be used supportively.

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However, this situation is partially misleading, because, in the process of taking the initiative for follow-up work, all of the agencies in the study who make referrals undoubtedly shared all the information they had. This ascertainable degree of the two-way process may perhaps be explained by the prevalent lack of knowledge among case work agencies that group work agencies do clear with the index and have potentially valuable information to share or suggest contacts that can be used up- partially.

The writer made an attempt to gauge the proportion of agency referrals made without using the Index, as estimated by the agencies. One agency, as previously stated, made all its referrals without using the Index. Eight agencies made "nearly all" without clearing, and the two others made about one-half and one-quarter respectively, of all referrals without indexing. Two agencies commented, that, being settlements, they "knew" families well enough not to need the Index too often in referral.

The whole question of the referral process and joint treatment obviously cannot be pursued here, but the findings above and current experience in local case work - group work cooperation suggest that further exploration is necessary in order to work out carefully a more universal approach to and understanding of these processes.

4. Absence of Follow-up

Little or no evidence was tendered as to the proportion of clearings for which there was no follow-up. One agency mentioned that in its use of the Index for training of field work students cases would occasionally be "dropped" after clearing by the students, when suspected problems were not verified. It seems logical to assume, however, that the other using agencies drop cases occasionally also, when suspected or concealed problems are not discovered, when a clearing is not identified and no further delineation of the problem is indicated, or when amplifying details contributing to better understanding of members for programming purposes are not forthcoming. Certainly, in the case of the agency clearing routinely for nursery intake, some clearings would reveal no problems.

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A decision in these cases would depend on the nature of each situation. In cases where a complicated or acute personal or social problem undeniably exists, and exploration of the problem is definitely beyond the ability of the group work agency, the agency should recognize a responsibility to refer it to a case work agency for such exploration.

K. Opinions of Using Agencies on Other Types of Central Filing Systems

The agencies, as part of the study, were asked whether they thought there was a need for any other type of coordinated central registration file which might be useful for group work agencies.

Only three agencies (26.3 per cent) indicated that a recreational index (or index of all agencies' members) might be valuable. Reasons advanced were, in order to plan program more efficiently and adequately, and to show lack of service and overlapping. Two of these joined with the others who replied in the negative in stressing that this kind of file would be extremely expensive to maintain for the potential results attainable.

In regard to a central camping file, eight of the eleven agencies (73.7 per cent) thought this would be useful, for the purposes of eliminating "shopping around" for camp, subsidy "tricks" and campership problems, duplication of effort, and for common registration and referral. The expense of a separate file here too was generally felt to be unjustifiable for the probable outcome.

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situation. In cases where a complicated or acute personal or social problem undeniably exists, and explanation of the problem is definitely beyond the ability of the group work agency, the agency should recognize a responsibility to refer it to a more work agency for more explanation.

K. Comparison of United Agencies on Other Types of Central Office Systems

The agencies, as part of the study, were asked whether they thought there was a need for any other type of coordinated central office system which might be useful for group work agencies.

Only three agencies (33.3 per cent) indicated that a central office (or index of all agencies' numbers) might be valuable. Reasons advanced were, in order to plan programs more efficiently and adequately, and to show lack of overlap and overlapping. Two of these joined with the others who replied in the negative in asserting that this kind of file would be extremely expensive to maintain for the material results attainable.

In regard to a central copying file, eight of the eleven agencies (72.7 per cent) thought this would be useful, for the purpose of eliminating "shopping around" for copy, avoiding "waste" and overlapping items, duplication of effort, and for common registration and retrieval. The expense of a separate file here too was generally felt to be unjustifiable for the probable outcome.

CHAPTER VI

THE SAMPLING OF CLEARINGS

A. Description of the Sample

The three months' sample of actual clearings at the Index has been outlined earlier. During the months of December, 1948 and January and February, 1949, duplicate slips for all clearings by group work agencies were provided for the writer by the Index.

In the course of this period, twenty-five clearings in all were made by the using agencies. Table 16 shows the breakdown of the study sample by agencies and a comparison with the inspection sample of the previous year, and of the respective nearest full years.

A glance at Table 16 indicates that, while only three agencies out of the eleven cleared during the study sample months, for 15.8 per cent of the 1948 total, these agencies, which comprised three of the four principal users during 1948, accounted for 69.6 per cent of the yearly total. The sample inspected had previously shown twenty-six clearings or only 12.5 per cent of the 1947 total, yet similarly, the five agencies clearing during the inspection sample had represented 70.7 per cent of the yearly total.

The study sample is therefore not quantitatively representative of a full year, but at least crudely reflects proportionate use by the agencies doing the bulk of the clearing during the year, with the exception of

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TABLE 16

COMPARISON OF AGENCY CLEARINGS DURING STUDY SAMPLE,
INSPECTION SAMPLE, AND NEAREST FULL YEARS

Agency	Clearings During Study Sample Dec.-Feb. 1948-1949	Clearings Study Sample Agencies Only 1948	Clearings All Agencies 1948	Clearings During Inspection Sample Dec.-Feb. 1947-1948	Clearings Inspection Sample Agencies Only 1947	Clearings All Agencies 1947
Agency A	0	-	0	0	-	24
Agency B	0	-	0	0	-	6
Agency C	0	-	0	0	-	1
Agency D	0	-	37	0	-	23
Agency E	0	-	1	0	-	2
Agency F	0	-	2	1	0 ^a	0
Agency G	0	-	4	2	4	4
Agency H	0	-	4	2	3	3
Agency I	16	50	50	13	95	95
Agency J	2	30	30	0	-	5
Agency K	7	30	30	8	45	45
Totals	25	110	158	26	147	208

^a Clearing was made in 1948 part of inspection sample.

TABLE 15
COMPARISON OF AGENCY REMARKS DURING STUDY SAMPLE,
INSPECTION SAMPLE, AND NEAREST FULL YEARS

Agency	Cleanings During Study Sample Dec.-Feb. 1943-1944	Cleanings During Study Sample Agencies Only 1943	Cleanings All Agencies 1943	Cleanings During Study Sample Dec.-Feb. 1943-1944	Cleanings During Inspection Sample Agencies Only 1943	Cleanings All Agencies 1943
Agency A	0	-	0	0	-	21
Agency B	0	-	0	0	-	6
Agency C	0	-	0	0	-	1
Agency D	0	-	37	0	-	23
Agency E	0	-	1	0	-	2
Agency F	0	-	2	1	0 ^a	0
Agency G	0	-	1	2	1	1
Agency H	0	-	1	2	3	3
Agency I	16	20	20	13	22	22
Agency J	2	30	30	0	-	2
Agency K	7	30	30	0	12	12
Totals	22	110	123	26	17	208

^a Cleaning was made in 1943 part of inspection sample.

Agency D, whose clearings were chiefly for camp purposes, and Agency J, which also cleared a majority of camp cases. The latter two agencies are thus not represented to any degree in the sample months used.

At the end of the sampling it was discovered that four clearings had inadvertently been "lost" by clerical staff at the Index in the pressure of work, i.e., duplicate slips were not made at the time cleared. These happened to be telephoned clearings, which are reported back to the agency immediately by telephone, but where the photostats are mailed out a day or so later. It proved impossible to trace these afterwards, either at the Index or at the agencies, so that the analysis involves twenty-one clearings only.

Of the twenty-one, Agency I cleared sixteen, Agency J one, and Agency K four. The writer interviewed all staff workers at the three agencies who made the clearings, for a delineation of the problems and follow-up.

Because of the "lost" slips, the fact that three-quarters of the clearings were thus cleared by one agency further invalidates the sampling. Nevertheless, the data in the analysis offers some characteristics of group work agency use of the Index and clues to the range of problems for which clearings are made.

B. Identification of Agencies in the Sample Clearings

Overall identification was high in the study sample, sixteen out of twenty-one clearings being known to other agencies, a ratio of 76.2 per cent (Agency I fourteen, Agency J one, Agency K one). In addition to information provided on agency contacts of the individuals or families,

Agency B, whose clearings were solely for crop purposes, and Agency C, which also cleared a majority of crop areas. The latter two agencies are thus not represented in any degree in the sample under study.

At the end of the sampling it was discovered that four clearings had inadvertently been "lost" by clerical staff at the Index in the process of work, i.e., duplicate slips were not made at the time cleared. These happened to be telephone clearings, which are reported back to the agency immediately by telephone, but where the photocopies are mailed out a day or so later. It proved impossible to trace these afterwards, either at the Index or at the agencies, so that the analysis involves twenty-one clearings only.

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Because of the "lost" slips, the fact that three-quarters of the clearings were thus cleared by one agency further invalidated the sampling. Nevertheless, the data in the analysis offers some characterization of group work agency use of the Index and clues to the range of problems for which clearings are made.

B. Identification of agencies in the sample clearings

Overall identification was high in the study sample, sixteen out of twenty-one clearings being known to other agencies, a ratio of 76.2 per cent (Agency I fourteen, Agency J one, Agency K one). In addition to information provided on agency contacts of the individuals or families,

eleven of the sixteen identified were also accompanied by reports on close relatives, with many supplementary agency contacts. Table 17 illustrates the number of different agencies known in each clearing, plus the number of relative reports furnished and total relative contacts. Because one of the limitations in agency follow-up is the fact that some agency contacts go back too far to be of any significant use, the writer undertook to estimate the potentially useful contacts by separating out those since 1940, and indicating these in the summary (1940 being an arbitrary year chosen to eliminate contacts during the depression years).

It may be seen from Table 17 that the range of number of total agency contacts was from one to fifteen,¹ with the median number per clearing between six and seven. Fifteen out of sixteen cases were known to three or more agencies. The range of potentially useful agency contacts (those since 1940) was from one to thirteen, with the median number four.

The average clearing had one relative report furnished, with a median number of agency contacts of ten. Only seven contacts of the total of 117 in the first column at the left of the table had been cancelled at the Index.

Table 18 shows the list of agencies identified in the sample study by frequency of contact. According to this summary, the Overseers of Public Welfare, Family Society, City Hospital, and S.P.C.C. were the

¹ Actually the number of agency contacts often ran much higher because of re-registrations, but an unduplicated count was made for the tabular summary.

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 lustrates the number of different agencies known to each clearing, plus
 the number of relative reports furnished and total relative contacts.
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 agency contacts go back as far as the of any significant date, the writer
 undertook to estimate the potentially useful contacts by regarding only
 those since 1950, and indicating these in the summary (Table 12) being an
 arbitrary year chosen to eliminate contacts during the transition years.
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The average clearing had one relative report furnished, with a
 median number of agency contacts of ten. Only seven contacts of the
 total of 117 in the first column at the left of the table had been con-
 cealed at the index.

Table 13 shows the list of agencies identified in the sample
 study by frequency of contact. According to this summary, the Government
 of Public Welfare, Family Society, City Hospital, and S.P.C. were the

I actually the number of agency contacts often ran much higher
 because of re-registrations, but an undifferentiated count was made for the
 regular summary.

TABLE 17

IDENTIFIED AGENCIES AND AGENCY CONTACTS OF RELATIVES
IN STUDY SAMPLE

Identified Clearing	No. Agency Contacts	No. Agency Contacts Since 1940	No. Relative Reports	No. Agency Contacts of Relatives
Case # 1	7	4	2	16
Case # 2	1	1	0	0
Case # 3	8	7	1	10
Case # 4	6	4	0	0
Case # 5	3	1	2	10
Case # 6	13	4	1	8
Case # 7	5	2	0	0
Case # 8	6	6	1	5
Case # 9	4	2	2	17
Case # 10	10	4	0	0
Case # 11	14	2	1	15
Case # 12	10	7	2	13
Case # 13	3	3	0	0
Case # 14	8	8	3	10
Case # 15	15	13	1	4
Case # 16	4	3	1	4
Totals	117	71	17	112

TABLE IV
IDENTIFIED AGENCIES AND AGENCY CONTACTS OF RELATIVES
IN BLUE STATES

Identified Clearing	No. Agency Contacts	No. Agency Contacts Since 1940	No. Relative Agencies	No. Agency Contacts of Relative
Case # 1	7	1	2	12
Case # 2	1	1	0	0
Case # 3	8	7	1	10
Case # 4	6	4	0	0
Case # 5	3	1	2	10
Case # 6	13	1	1	8
Case # 7	2	2	0	0
Case # 8	6	6	1	2
Case # 9	1	2	2	17
Case # 10	13	1	0	0
Case # 11	11	2	1	12
Case # 12	10	7	2	13
Case # 13	3	2	0	0
Case # 14	8	8	2	10
Case # 15	12	13	1	1
Case # 16	1	2	1	1
Totals	117	71	17	112

TABLE 18

LIST OF AGENCIES IDENTIFIED IN STUDY SAMPLE BY FREQUENCY^a

Agency	No. Times Identified Since 1940	No. Times Identified
Overseers of Public Welfare	12	17 ^b
Family Society	5	8
City Hospital	3	7
Morgan Memorial	3	3
Visiting Nurse Association	3	3
S. P. C. C.	2	6
Catholic Charitable Bureau	2	5
Boston Provident Association	2	3
Greater Boston Community Council	2	2
Judge Baker Guidance Clinic	2	2
Massachusetts Division Child Guardianship	2	2
Community Health Association	1	5
Industrial Aid Society	1	3
Red Cross Home Service	1	3
Boston Health Department	1	2
Children's Hospital	1	2
Harvard University Research	1	2
Massachusetts General Hospital	1	2
Massachusetts Memorial Hospital	1	2
Municipal Court	1	2
Peter Bent Brigham Hospital	1	2
Psychopathic Hospital	1	2
Boston Child Welfare Division	1	1
Boston Dispensary	1	1
Boston Veterans Administration	1	1
Cambridge Family Society	1	1
Cambridge Public Welfare Department	1	1
Cambridge Red Cross Home Service	1	1
Children's Friend Society	1	1
City Institutions Department	1	1
Danvers State Hospital	1	1
English High School Visitor	1	1
Florence Crittenton Home	1	1
Habit Clinic	1	1
Home for Catholic Children	1	1
Lynn Child Guidance Clinic	1	1
Lynn Family Service Society	1	1
Massachusetts Division of Blind	1	1
New England Home for Little Wanderers	1	1

TABLE 18

LIST OF AGENCIES IDENTIFIED IN STUDY SAMPLE BY FREQUENCY

Agency	No. Times Identified since 1950	No. Times Identified
Overseers of Public Welfare	12	12
Family Society	8	8
City Hospital	7	7
Mount Vernon Hospital	5	5
Visiting Nurse Association	5	5
E. P. C. O.	5	5
Catholic Charitable Bureau	5	5
Boston Provident Association	5	5
Greater Boston Community Council	5	5
Judge Baker Guidance Clinic	5	5
Massachusetts Division of Child Welfare	5	5
Community Health Association	1	1
Industrial Aid Society	1	1
Red Cross Home Service	1	1
Boston Health Department	1	1
Children's Hospital	1	1
Harvard University Research	1	1
Massachusetts General Hospital	1	1
Massachusetts Memorial Hospital	1	1
Municipal Court	1	1
Peter Bent Brigham Hospital	1	1
Psychopathic Hospital	1	1
Boston Child Welfare Division	1	1
Boston Dispensary	1	1
Boston Veterans Administration	1	1
Cambridge Family Society	1	1
Cambridge Public Welfare Department	1	1
Cambridge Red Cross Service	1	1
Children's Friend Society	1	1
City Institutions Department	1	1
Devereux State Hospital	1	1
English High School Visitor	1	1
Florence Crittenton Home	1	1
Habit Clinic	1	1
Home for Catholic Children	1	1
Ipswich Child Guidance Clinic	1	1
Ipswich Family Service Society	1	1
Massachusetts Division of Child Welfare	1	1
New England Home for Little Wanderers	1	1

TABLE 18 (Continued)

LIST OF AGENCIES IDENTIFIED IN STUDY SAMPLE BY FREQUENCY^a

Agency	No. Times Identified Since 1940	No. Times Identified
Southard Clinic	1	1
West Roxbury Veterans Hospital	1	1
Women's Educational and Industrial Union	1	1
Worcester Traveler's Aid Society	1	1
United Prison Association	1	1
Lying-In Hospital	0	2
Cambridge City Hospital	0	1
E. R. A.	0	1
Lynn Child Welfare House	0	1
Lynn Social Service Exchange	0	1
Reformatory for Women	0	1
Roxbury Court	0	1
St. Luke's Home	0	1
State Temporary Aid	0	1
Totals: 53 Agencies	71	117

a Boston agencies unless otherwise specified.

b Includes OAA, ADC, etc. as separate contacts.

TABLE 16 (Continued)

LIST OF AGENCIES IDENTIFIED IN STUDY SAMPLE BY PERIOD^a

Agency	No. Times Identified Since 1940	No. Times Identified Since 1940
State Temporary Aid	0	1
St. Luke's Home	0	1
Reformatory for Women	0	1
Lynn Social Service Exchange	0	1
Lynn Child Welfare House	0	1
E. R. A.	0	1
Cambridge City Hospital	0	1
Lynn-In Hospital	0	2
United Prison Association	1	1
Worcester Traveler's Aid Society	1	1
Women's Educational and Industrial Union	1	1
West Roxbury Veterans Hospital	1	1
Boarding Clinic	1	1
Total: 52 Agencies	71	117

^a Boston agencies unless otherwise specified.
^b Includes GAA, ABC, etc. as separate contacts.

four agencies most frequently registered, with the first two showing a relatively larger incidence than the others since 1940. A total of fifty-three different agencies were identified in all.

Of interest also is the grouping of identified agencies by fields of service. In Table 19 it is seen that hospitals, family and social adjustment services, protective and foster care of children, and public assistance, which include nearly 60 per cent of all the agencies, comprise about 65 per cent of the contacts since 1940 and 68 per cent of the total contacts.

C. Reasons for Clearing

The months selected for the study sample were chosen in order to by-pass nursery school and camp clearings if possible. In spite of this precaution, the largest single reason for clearing turned out to be routine clearing for nursery school, because of late nursery applications at Agency I. Nevertheless, the remainder of the reasons falls easily into a classification of problems very similar to that shown previously in Table 12 (page 49), which was a compilation of all possible problems mentioned by the eleven agencies as reasons for clearing. Table 20 shows quickly that, excepting routine nursery clearings, the three principal reasons for use are again in behavior-emotional, economic, and protective problem areas.

It must be borne in mind that the reasons for clearing did not represent single problems in many cases but a variety of problems. However, the reasons mentioned were stated to be the major ones as seen by the agencies at the time of clearing. It is noteworthy, in passing, to

low agencies most frequently registered, with the first two showing a relatively larger incidence than the others since 1940. A total of fifty-three different agencies were identified in all.

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It must be borne in mind that the reasons for clearing did not represent single problems in every case but a variety of problems. However, the reasons mentioned were stated to be the major ones as seen by the agencies at the time of clearing. It is noteworthy, in passing, that

TABLE 19
TYPE AND FREQUENCY OF FIELDS OF SERVICE
IDENTIFIED IN STUDY SAMPLE

Field of Service	No. Agencies Identified	No. Agency Contacts Since 1940	No. Agency Contacts
Hospitals (general and mental)	11	11	23
Family and social adjustment services	9	15	24
Protective and foster care of children	7	8	13
Public assistance	4	13	20
Rehabilitation and services to handicapped	4	6	8
Health (other than hospitals)	4	5	11
Mental hygiene	4	5	5
Correctional work	3	1	4
Referral and employment services	2	3	3
Miscellaneous			
Research	1	1	2
Custodial care of adults	1	1	1
School visiting	1	1	1
Veterans administration	1	1	1
Social service exchange	1	0	1
Totals	53	71	117

TABLE 12
TYPE AND FREQUENCY OF FIELD OF SERVICE
IDENTIFIED IN STUDY SAMPLE

Field of Service	No. Agencies Identified	No. Agency Contacts Since 1940	No. Agency Contacts
Hospitals (general and mental)	11	11	23
Family and social adjustment services	2	12	24
Protective and foster care of children	7	6	13
Public sanitation	4	13	20
Rehabilitation and services to handicapped	4	6	8
Health (other than hospitals)	4	2	11
Mental hygiene	4	2	2
Correctional work	3	1	4
Referral and employment services	2	2	2
Miscellaneous			
Research	1	1	2
Quarantine care of adults	1	1	1
School visiting	1	1	1
Veterans administration	1	1	1
Social service exchange	1	0	1
Totals	52	77	117

TABLE 20

TYPE AND FREQUENCY OF REASONS FOR CLEARING
IN STUDY SAMPLE

Reason	Totals By Areas	No. Clearings		
		Agency I	Agency J	Agency K
Routine Nursery Clearing	6	6	-	-
Behavior - Emotional	5			
Aggressiveness		1	-	-
Withdrawal		1	-	-
Stubborn child at home		1	-	-
Nervousness, tics		1	-	-
Runaway		-	-	1
Economic	3			
Housing		-	-	1
Family financial assistance		1	-	-
Employment		-	-	1
Protective	3			
Parental neglect		1	-	-
Parental cruelty		1	-	-
Homosexual behavior		1	-	-
Group Program	2			
"Drifter" at agency		-	1	-
Member not allowed by parents to attend any longer		1	-	-
Mental Health	1			
Retarded at school		1	-	-
Miscellaneous	1			
To get supplementary informa- tion for educational coun- seling		-	-	1
Totals	21	16	1	4

TABLE 20
TYPE AND FREQUENCY OF REASONS FOR CLIPPING
IN STUDY SAMPLE

Reason	Total by Area	No. Clippings	
		Agency I	Agency II
Routine Nursery Clipping	6	6	-
Behavior - Emotional	2	-	-
Aggressiveness	1	1	-
Withdrawal	1	1	-
Stupor or child at home	1	1	-
Nervousness, etc.	1	1	-
Runaway	1	-	-
Economic	3	-	-
Housing	-	-	1
Family financial assistance	1	1	-
Employment	-	-	1
Protective	3	-	-
Parental neglect	1	1	-
Parental cruelty	1	1	-
Homosexual behavior	1	1	-
Group Program	2	-	-
"Drifter" at agency	1	1	-
Member not allowed by parents to attend any longer	1	1	-
Mental Health	1	-	-
Referred at school	1	1	-
Miscellaneous	1	-	-
To get supplementary information for educational counseling	1	-	-
Total	21	16	5

report also that in only four of the clearings (19 per cent) was help asked for by the member or client. This low percentage, while in accord with the belief of some group workers that most group work agency members are not accustomed to or are unwilling to ask for assistance with individual or family problems, merely reflects here first, the experience of one agency largely, and secondly, a percentage too weighted by the proportion of routine clearings to be clearly indicative.

The majority of reasons for clearing (61.9 per cent) pertained to agency members themselves. One clearing, a mental health problem, was in regard to a sibling, and seven (counting six routine nursery clearings and one economic problem) related to the general family. Again these illustrate problems as seen as the beginning point of the cases.

Of the fourteen problems which centered on individuals, nine related to females and five to males. Age range of these was from three to sixty-nine, with one under six years of age, five individuals from seven to twelve years old, six from fourteen to twenty, and two over sixty. Median age was fourteen years.

The agencies were asked at what point in the development of the case the clearing was made. Ten clearings were made after the first interview (six at nursery intake, four after requests for help by members). Seven clearings were made after a home visit in the course of regular agency program work had disclosed the problem, and the remaining four clearings after overt behavior or an incident pointing up the problem had occurred at the agency.

report also that in only four of the thirteen (31 per cent) was help
asked for by the member or client. This low percentage, while in accord
with the belief of some group workers that most group work agency members
are not accustomed to or are unwilling to ask for assistance with indi-
vidual or family problems, partly reflects the fact that the experience of
one agency largely, and secondarily, a percentage too weighted by the pro-
portion of routine clearings to be clearly indicative.

The majority of reasons for clearing (65.7 per cent) pertained to
agency members themselves. The clearing, a mental health problem, was in
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and one economic problem) related to the general family. Again these
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occurred at the agency.

D. Follow-up of Clearings

1. Contacts with Identified Agencies

In eight of the sixteen clearings identified, listed agencies were contacted for supplementary information. Twelve agencies were contacted in all, with two agencies being consulted in two cases, and three agencies in another. Table 21 presents the distribution of agencies by type.

TABLE 21

TYPE AND FREQUENCY OF IDENTIFIED AGENCIES CONTACTED IN STUDY SAMPLE

Type of Agency	No. Times Contacted
Protective and foster care of children	4
Family and social adjustment services	3
Public assistance	2
Mental hygiene	2
Hospital	1
Total	12

In six of the eight cases, the agencies contacted, in addition to being specifically selected for bearing on the problem, were the last previous to register, with all but one of these being a contact within the last three years. In the remaining two cases, pertinency of selection outweighed the consideration of recency.

Visits to other agencies were made for information nine times, and telephone calls three times. In four of the former, complete case records were read at the contact agency. Case conferences between agencies were conducted in four others. Of the three summary reports, two were

Follow-up of all cases

I. Contacts with Identified Agencies

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TABLE 21

TYPE AND NUMBER OF IDENTIFIED AGENCIES CONTACTED IN FIRST SAMPLE

Type of agency	No. Times Contacted
Protective and foster care of children	1
Family and social adjustment services	2
Public assistance	2
Mental hygiene	2
Hospital	1
Total	12

In six of the eight cases, the agencies contacted, in addition to being specifically selected for hearing on the problem, were the last previous to register, with all but one of these being a contact within the last three years. In the remaining two cases, pertinency of selection outweighed the consideration of recency.

Visits to other agencies were made for information nine times and telephone calls three times. In four of the former, complete case records were read at the contact agency. One conference between agency were conducted in four others. Of the three summary reports, two were

read to the clearing agency over the telephone, and one sent by mail. In the final case, a brief description of the record was given by telephone.

In the eight instances where identified agencies were not contacted, two were cases of routine nursery clearings where no problem was discovered. In three others, outside developments occurred which eliminated the necessity of contacting agencies previously knowing the case. In two of these, the individuals were involved together in a shoplifting incident the same week as the clearings, and all follow-up was done with the court, a new agency to the cases. In the third, a protective situation in which an elderly agency member with known homosexual tendencies was attempting to get a friend out of the hospital in order for them to live together, the patient died suddenly!

In a sixth case, the only agency identified had cancelled its record at the Index. The remaining two were: one clearing in which the listed agencies were not recent enough to be useful, and another in which it was decided that the problem was not as acute as suspected.

2. Extent of Problems Revealed

Table 20 indicated in miniature the array of symptoms denoting personal and social problems of members that group work agencies are confronted with. The number and variety of other agencies knowing the families of these individuals, as displayed in Table 18, points up the underlying economic, social and health factors from which their maladjustment stems. This general picture of family insecurity is further illustrated by evidence in the study sample as problems gradually unfolded.

Follow-up of clearings in the sample revealed a striking pattern

used to the clearing agency over the telephone, and one year by mail. In the final case, a brief description of the record was given by telephone.

In the eight instances where identified agencies were not contacted, two were cases of routine inquiry cleared where no problem was discovered. In three others, outside development occurred which eliminated the necessity of contacting agencies previously known to the case. In two of these, the individuals were involved together in a single incident the same week as the clearing, and all follow-up was done with the court, a new agency to the case. In the third, a protective situation in which an elderly agency member who known contacted families was attempting to get a friend out of the hospital in order for them to

live together, the patient died suddenly.

In a sixth case, the only agency identified had cancelled its record at the index. The remaining two were: one clearing in which the listed agencies were not recent enough to be useful, and another in which it was decided that the problem was not as acute as suspected.

5. Extent of Problems Revealed

Table 30 indicated in miniature the array of symptoms denoting personal and social problems of members that group work agencies are confronted with. The number and variety of other agencies known to the families of these individuals, as displayed in Table 18, points up the underlying economic, social and health factors from which their maladjustment stems. This general picture of family insecurity is further illustrated by evidence in the study sample as problems gradually unfolded. Follow-up of clearings in the sample revealed a striking pattern

of elements in this picture. Family difficulties were found in a wide range - alcoholism, illegitimacy, separation of parents, immorality and criminality, desertion, disease, mental deviations, to give examples.

As a result of follow-up, new or more complicated problems were discovered in at least half of the clearings. One fact of significance emerges in the analysis, in that, while at the time of clearing the problems seemed to be largely focussed on the members themselves, follow-up showed the underlying problems to be family-centered.

3. Direct or Indirect Work at the Agency

In only two cases was direct or indirect work attempted with the individual at the agency alone. In one example, a child retarded at school was placed in a remedial reading group at the agency. In the second case, desertion by a mother, case work was done with the family in order to work out family responsibility for the child by the father and grandmother. Resistance against referral was shown by the family in the first case.

4. Referrals and Joint Treatment

As in the summary description of all the agencies in the preceding chapter, no clear distinction was evident in the study sample between referrals and joint treatment. Some kind of supportive help by the group work agencies was given in all cases referred.

In six instances, new agencies or forces were brought into the situation, a total of eleven in all. These ranged from mental hygiene agencies, a court probation department, hospitals or health agencies, and a family agency, to a school adjustment bureau, a church, and other group

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3. Effect of Indirect Work at the Agency

In only two cases was direct or indirect work attempted with the individual at the agency alone. In one example, a child referred at school was placed in a remedial reading group at the agency. In the second case, desertion by a mother, case work was done with the family in order to work out family responsibilities for the child by the father and grandmother. Resistance against referral was given by the family in the first case.

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In six instances, new agencies or forces were brought into the situation, a total of eleven in all. These ranged from mental hygiene agencies, a court-protection department, hospital or health agencies, and a family agency, to a school adjustment bureau, a church, and other group

work agencies (including a camp).

Out of the seven cases given joint treatment, only one had currently been active in a cooperating agency previously identified at the Index. Two agencies re-opened closed cases.

Supportive work by the group work agencies in group programming consisted of adjustment in group activities in three instances, bringing a parent into activities in three others, and planning for camp placement in another. In individualized work, support was offered through testing and educational counseling in one case, and in special attention by group leaders within the group setting in two others.

In the situation of the two members involved in shoplifting, their adjustment in group activities was actually considered "semi-probation" by the court. It was difficult to pick out from the data specific examples of supportive interpretation of case work treatment to members, but the impression of the writer is that this was made a part of cooperative work by the group work agencies in general, although methods were not itemized.

The referral agencies carrying treatment in the joint efforts described are shown below in Table 22. Four cases had more than one referral agency involved.

To round out the referral analysis, in two clearings not identified at the Index, direct referrals were made to new agencies selected as most pertinent from the knowledge the agency had of the case. The same was done in the clearing which had a single cancelled listing.

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In the situation of the two parents involved in shoplifting, their adjustment in group activities was actually considered "semi-problematic" by the center. It was difficult to pick one from the data specific examples of supportive interpretation of case work treatment to members, but the impression of the writer is that this was not a part of cooperative work by the group with agencies in general, although contacts were not limited.

The referral agencies carrying treatment in the joint efforts described are shown below in Table 22. Four cases had more than one referral agency involved.

To round out the referral analysis, in two clearings not identified at the Index, direct referrals were made to two agencies selected as most pertinent from the knowledge the agency had of the case. The same was done in the clearing which had a single counseling listing.

TABLE 22

TYPE AND FREQUENCY OF REFERRAL AGENCIES
CARRYING JOINT TREATMENT IN STUDY SAMPLE

Type of Agency	No. Involved
Family service	3
Hospital and health	2
Other group work	2
Public assistance	1
Court probation	1
Mental hygiene	1
School adjustment bureau	1
Church pastor	1
Total	12

5. Inquiries from Other Agencies

Reference has been made earlier to the two-way process of the index in agency cooperation. As a result of registration, two clearings in the sample produced an inquiry from an agency registering later. Actually, these probably were coincidental, as both inquiries came from the court, checking on the individuals in the shoplifting episode. It is apparent that, due to the nature of the sampling and a relatively quick follow-through by the writer in delineation of clearings, not enough time elapsed to gather any sort of conclusive evidence on this point.

6. Change in Status of Problems

The time factor in the study sample also prevented any fair estimate of beneficial or other developments in cases cleared. Certain developments can easily be seen. In two cases, special program services, such as camping, were definitely arranged for. Several referrals indi-

TABLE 22

TYPE AND FREQUENCY OF MATERIAL ASSISTANCE
GASTING JAMES TOWNSHIP IN 1930

Type of Agency	No. Persons
Public assistance	1
Religious and health	1
Other groups	1
Public assistance	1
Court protection	1
Medical hygiene	1
School adjustment system	1
Church pastor	1
Total	12

3. Industries from Other Agencies

Reference has been made earlier in the two-way process of the in-

ter in agency cooperation. As a result of registration, the agencies in the sample produced an industry from an agency registering label. In-
tually, these probably were not intended, as both industries came from the
court, checking on the individuals in the shopping episode. It is ap-
parent that, due to the nature of the sampling and a relatively quick
follow-through by the writer in identification of objects, not enough time
elapsed to gather any sort of conclusive evidence on this point.

4. Change in Status of Problems

The time factor in the study sample also prevented any fair esti-
mate of beneficial or other developments in cases closed. Certain de-
velopments can easily be seen. In two cases, special program services,
such as counseling, were definitely arranged for. Several referrals indi-

cated that a solution of the problem was on the way. In cooperation with the court, one of the shoplifting individuals was given a part time job at the group work agency concerned, because economic situation had been a contributing element. Agencies commented generally that there were both visible changes for the better in behavior of members at the agency, and also increased understanding of problems and acceptance of feelings on the part of members and parents.

E. Summary

As has been said throughout, the sample of twenty-five clearings (with data on twenty-one), analyzed above, can hardly be called representative of group work agency use of the Index. As a matter of fact, it chiefly portrays the clearing use and practice of one agency, where clearings were largely made by case work staff.

Notwithstanding this, the writer believes that the sampling does exhibit the potential value of the Social Service Index as a tool in group work. If the group work method is one of furthering individual and social growth, then some evidence does exist that this process can be highly implemented, depending on the resources and capabilities of the group work agency, through the utilization of the Index.

Certainly the high percentage of identification of group work clearings at the Index, with the corresponding abundance of information on relatives, shows that the Index is a vital link with a host of other social agencies also interested in the welfare of group work agency members. The exact role of a group work agency in carrying responsibility for help with individual and family problems needs further clarification,

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but if it accepts the mandate of nurturing individual and social development, it must at least seek to employ all devices which will assist in this process.

The heart of the enabling or helping principle as applied to present day social work lies more and more in the realm of inter-agency cooperation, rather than in specialized services alone. Concordant with this, if social breakdown is to be prevented or alleviated, there should be an awareness and understanding of problems on the part of every agency, plus a realization of the responsibility for early recognition of problems and prompt attention to them before they become acute and perhaps incapable of being helped.

The sampling has made manifest both of these principles for group work agencies, one positively, one negatively. On the one hand, effective and close tie-up of the agencies in joint treatment has been demonstrated. On the other, lack of early recognition of a problem is painfully evinced in the outstanding example of the two agency members caught shoplifting the very week the agency is getting around to a first sensing of their problems.

1. State of Service

Table 10 presents a summary of the categories of program and services conducted in the twenty agencies under consideration. The rank order of group programs proved to be identical with that of the agencies using the Index (see Table 10, p. 82). In the case of services to individuals, however, a much different situation existed. About the same

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CHAPTER VII

GROUP WORK AGENCIES NOT USING THE BOSTON SOCIAL SERVICE INDEX

A. Introduction

The study of group work use of the Index would not be complete without some description of the agencies not currently using it. In Chapter I it was mentioned that twenty-eight group work agencies in the Greater Boston Community Council were not current users. These were of two types, past users and agencies who had never had any Index contact.

As part of the study, a questionnaire was sent to each of the above, seeking facts related to Index use and associated information about program and services. Twenty-one of the agencies (75 per cent) answered the questionnaires. Information from twenty of these will be analyzed below. The twenty-first agency, a settlement house, returned its questionnaire uncompleted with the brief comment that, "as we are not a case work agency, nor do we have a case worker on the staff, all case work problems are referred to family or assistance agencies."

B. Service Data

1. Kinds of Service

Table 24 presents a summary of the categories of program and services conducted in the twenty agencies under consideration. The rank order of group programs proved to be identical with that of the agencies using the Index (see Table 10, p. 42). In the case of services to individuals, however, a much different situation existed. About the same

CHAPTER VII

GROUP WORK ACTIVITIES NOT USING THE BOSTON SOCIAL SERVICE INDEX

A. Introduction

The study of group work use of the Index would not be complete without some description of the agencies and workers using it. In Chapter I it was mentioned that twenty-eight group work agencies in the Greater Boston Community Council were not current users. These were of two types, past users and agencies who had never had any Index contact. As part of the study, a questionnaire was sent to each of the above, seeking facts related to Index use and associated information about program and services. Twenty-one of the agencies (75 per cent) answered the questionnaire. Information from twenty of these will be analyzed below. The twenty-first agency, a settlement house, returned its questionnaire uncompleted with the brief comment that, "as we are not a case work agency, nor do we have a case worker on the staff, all case work problems are referred to family or assistance agencies."

B. Service Data

1. Kind of Service

Table 10 presents a summary of the categories of program and services conducted in the twenty agencies under consideration. The rank order of group programs proved to be identical with that of the agencies using the Index (see Table 10, p. 42). In the case of services to individuals, however, a much different situation existed. About the same

percentage of agencies did neighborhood visiting, but the proportion of-
 fering general personal service and vocational and educational guidance
 was 55 and 30 per cent lower, respectively. The percentage of agencies
 furnishing medical service was slightly higher. Thirty-five per cent of
 the agencies did stress the fact that they offered "referral" service as
 a definite part of their program.

TABLE 23

NON-USING GROUP WORK AGENCIES RETURNING QUESTIONNAIRES

Type of Agency	Number
Settlement house	12
Scouting or kindred organization	4
Young men's association	2
Community center	1
Boys' club	1
Girls' club	1
Total	21

It might be expected that non-use of the index would reflect a
 minimum application of the individualized approach in a group work agen-
 cy. The evidence from the questionnaires disproves this in part. Six
 agencies had staff members who were experienced or qualified in one form
 or another of case work, one specifying a medical social worker, another
 a worker with concurrent public assistance experience, and the remaining
 four mentioning "a trained case worker", staff with certificates in so-
 cial work, or master's degrees in social work. A seventh agency replied
 that it had the loan of a case worker from a family society, for refer-
 rals, nursery intake, and work with nursery families.

percentage of agencies did not have visiting, but the proportion of-
 during general personal service and recreational and educational guidance
 was 55 and 50 per cent lower, respectively. The percentage of agencies
 furnishing medical service was slightly higher. Thirty-five per cent of
 the agencies did stress the fact that they offered "referral" service as
 a definite part of their program.

TABLE 25

NON-USING GROUP WORK MEMBERSHIP QUESTIONNAIRES

Number	Type of Agency
12	Settlement house
4	Boarding or lodging organization
3	Young men's association
1	Community center
1	Boys' club
1	Girls' club
21	Total

It might be expected that non-use of the index would reflect a
 minimum application of the individualized approach in a group work agen-
 cy. The evidence from the questionnaires disagrees with this. Six
 agencies had staff workers who were experienced or qualified in one form
 or another of case work, one specializing in medical social work, another
 a worker with noncurrent public assistance experience, and the remaining
 four mentioning "a trained case worker", staff with experience in so-
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 that it had the loan of a case worker from a family society, for refer-
 ring, nursery intake, and work with nursery families.

TABLE 24

TYPE AND FREQUENCY OF PROGRAM AND SERVICES PROVIDED
BY THE AGENCIES NOT USING THE INDEX

Kind of Service	No. Agencies Providing	Per Cent Agencies Providing
Group Program		
Recreational-educational (through clubs, classes, etc.)	20	100.0
Camp (including day camp)	18	90.0
Playground	13	65.0
Nursery school	8	40.0
Extension work	4	20.0
Services to Individuals		
Neighborhood visiting	13	65.0
Vocational and educational guidance	12	60.0
General personal service	9	45.0
Referral service	7	35.0
Medical service (including dental)	5	25.0
Direct case work	2	10.0
Legal service	1	5.0
Miscellaneous Program or Services		
Community organization	14	70.0
Residence facilities (non-staff)	1	5.0

TABLE 2A
TYPE AND FREQUENCY OF WOMAN AND SERVICES PROVIDED
BY THE ACTIVITIES NOT IN THE INDEX

Kind of Service	No. Agencies Providing	Per Cent Agencies Providing
Group Programs		
Business/Industrial-educational (through clubs, classes, etc.)	20	100.0
Camp (including day camp)	18	90.0
Playground	13	65.0
Nursery school	8	40.0
Extension work	4	20.0
Services to Individuals		
Neighborhood visiting	13	65.0
Vocational and educational guidance	12	60.0
General personal service	9	45.0
Referral service	7	35.0
Medical service (including dental)	5	25.0
Direct case work	3	15.0
Legal service	1	5.0
Miscellaneous Programs or Services		
Community organization	10	50.0
Residence facilities (non-staff)	1	5.0

Of the seven, only two checked "direct case work" on the questionnaire. It is probable that the sense of this question was either misinterpreted by the agencies or not explained enough in the questionnaire. From the data on staff, it would appear that at least six of the seven agencies were offering some kind of direct case work.

Allowing for the difficulty here in appraising the extent of individualized work, which was true also of the using agencies, still leaves unexplained the lack of Index use by agencies with case work trained staff. Other factors undoubtedly account for this, but it is hard to comprehend in the face of universal use of the Index by case work agencies.

2. Membership Served

Three of the agencies had very large memberships, ranging from eleven thousand to thirteen thousand. The remaining seventeen ranged in number of members from 270 to slightly over forty-five hundred, with the median figure being seventeen hundred. This compares with the median of fifteen hundred members for the using agencies, excepting the one large agency in that group.

Thirteen agencies served both males and females, and seven either males or females only. Six of the latter served a limited age range, predominantly the seven to seventeen age group. Of the others, thirteen had members in the age range from six to middle age adults, with twelve agencies serving pre-school children, and eight agencies aged people additionally. The fourteenth, serving males only, had an age range of from fourteen to the aged.

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3. Membership Service

Three of the agencies had very large memberships, ranging from eleven thousand to thirteen thousand. The remaining seven agencies in number of members from 250 to slightly over forty-five hundred, with the median figure being seventeen hundred. This compares with the median of fifteen hundred members for the using agencies, excepting the one large agency in that group.

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The above statistics are comparable also to the data on the using agencies, with the majority of agencies who replied having a wide age range, and serving both sexes, thus making possible contact with and knowledge of familial groups.

With regard to family income as a partial criterion for socioeconomic background, again the greatest number of agencies (ten) reported the majority of their memberships in the family income range of \$2000-2499. Members in six other agencies largely fell in the group under \$2000, and in the seventeenth agency, in the \$2500-3500 range. Three agencies stated that family incomes were too varied to generalize. This sort of evidence could not be correlated with Index practice, of course, as was attempted with the using agencies, but it does show that the majority of the non-using agencies were located in low income areas.

C. Extent of Individualized Work

1. Types of Problems

The types of individual or family problems which came to the attention of the agencies were not specifically inquired into in the questionnaire, but answers to several other questions produced as by-products many references to problems. No classification was possible, but problems were indicated variously as "behavior," "health," "family and marital," "social," "economic," "school," "legal," "housing," "employment," "personal," "family maladjustments," etc.

2. Individualized Work at the Agency

The agencies were asked what special work with individuals within the agency was done, in contrast to group and mass activities. Sixteen

The above statistics are comparable also to the data on the using

agencies, with the majority of agencies who replied having a wide age

range, and serving both sexes, thus meeting possible demand with and

knowledge of local groups.

With regard to family income as a partial criterion for socio-

economic background, again the greatest number of agencies (72%) reported

the majority of their membership in the family income range of \$3000-

\$4000. Members in six other agencies range from \$1000 to \$2000.

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2. Individualized Work at the Agency

The agencies were asked what special work with individuals within

the agency was done, in contrast to group and mass activities. Sixteen

agencies answered this question, some generally, some specifically. Grouping of answers is indicated in Table 25. More than one answer was sometimes given by one agency.

The difficulty of generalizing from the answers may be illustrated by two examples, which could not be included in the Table, viz.: "We try to solve personal problems when they come up, and refer them if we can't," and "We take a case as far as we can and avoid unnecessarily bothering another agency with it."

TABLE 25

TYPE OF INDIVIDUALIZED WORK AS DESCRIBED BY NON-USING AGENCIES

Type of Work	No. Agencies Mentioning
Informal counseling	9
Vocational or educational guidance and testing	6
Tutoring	4
Behavior guidance	3
Case work on individual or family problems	2
Follow-up of medical examination	1

3. Referrals and Joint Treatment

Seventeen of the twenty agencies (85 per cent) made a practice of referrals to other agencies. The three agencies which did not refer were all scouting organizations. The principal fields of service referred to were, in order of rank: family and social adjustment services, hospitals, mental hygiene agencies, public assistance, health agencies other than hospitals, protective and foster care agencies, correctional agencies, and school adjustment bureaus.

Reasons for referral were also difficult to classify. Table 26

agencies answered this question, some generally, some specifically.

Grouping of answers is indicated in Table 23. Note that one agency was

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bothering another agency with it."

TABLE 23

TYPE OF INDIVIDUALIZED WORK AS DESCRIBED BY NON-STATE AGENCIES

No. Agencies	Type of Work
1	Follow-up of medical examination
2	Case work on individual or family problems
3	Behavior guidance
4	Tutoring
5	Vocational or educational guidance and testing
6	Informal counseling

5. Referrals and Joint Treatment

Seventeen of the twenty agencies (85 per cent) made a practice of

referrals to other agencies. The three agencies which did not refer were

all housing organizations. The principal fields of service referred to

were, in order of rank: family and social adjustment services, hospitals,

mental hygiene agencies, public assistance, health agencies other than

hospitals, protective and foster care agencies, correctional agencies,

and school adjustment bureaus.

Reasons for referral were also difficult to classify. Table 24

represents a summary of reasons given by ten agencies, some of whom gave more than one.

In regard to the referral process, six agencies specifically indicated steps they took to acquaint the referral agency with the nature of the problem. Four agencies described case conferences or discussions, and two reported case histories received either over the telephone or by mail. Two other agencies stated that referrals were not made without the consent of the members or their parents first.

TABLE 26

REASONS FOR REFERRALS AS STATED BY NON-USING AGENCIES

Reason	No. Agencies Mentioning
Special needs of members	4
Problem beyond capacity of agency	3
Problem needing more skill and "know-how"	2
When a case work agency is indicated	1
Problem more serious than staff feels it is trained to handle	1
When members do not fit into group program	1
Problem needing more time than agency is equipped to give	1
Where necessary	1

Joint treatment was mentioned by twelve agencies (60 per cent). Supportive work undertaken was generally of two kinds, interpretation of case work treatment to the member, and adjustment in group program or related services, as recommended by the referral agency or as decided jointly. Three agencies considered that, in joint planning, a careful line was usually drawn between them and the referral agencies as to specific responsibility of each in carrying out a planned program for the

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Problem needing more skill and "know-how"	3
When a case work agency is indicated	1
Problem more serious than staff feels	1
It is trained to handle	1
When members do not fit into group	1
Program	1
Problem needing more time than agency	1
is equipped to give	1
where necessary	1

Joint treatment was mentioned by twelve agencies (60 per cent). Supportive work undertaken was frequently of two kinds, intervention of case work treatment to the member, and adjustment in group program or referred services, as recommended by the referral agency or as decided jointly. Three agencies considered that, in joint planning, a careful line was usually drawn between them and the referral agency as to specific responsibility of each in carrying out a planned program for the

individual. One agency stressed especially that it often assumed the role of a coordinator between more than one referral agency, when different fields of service were needed for solution to a complicated problem. This same agency, however, contradicted itself in another statement when it said it customarily did not go beyond mild supportive work, such as interpretation of case work treatment, unless assistance was requested by the referral agency. Two agencies reported making frequent progress check-ups as part of joint treatment.

4. Staff Used in Individualized Work

Twelve agencies (60 per cent) gave definite information on staff used in individualized work. Table 27 summarizes answers to this question.

TABLE 27

STAFF USED IN INDIVIDUALIZED WORK AS DESCRIBED BY NON-USING AGENCIES

Type of Staff	No. Agencies Specifying
Executive	11
All other group work staff	5
Case work staff	5 ^a
Particular member of group work staff	3
Librarian	2
Guidance staff	1
Neighborhood visitor	1
Physician on staff	1

^a Includes a part time group worker in one agency who also was employed concurrently as a case worker in a public assistance agency.

It is noteworthy that executives did individualized work in nearly all of the agencies replying to this question. A direct analogy can

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A. Staff Used in Individualized Work

Twelve agencies (60 per cent) gave definite information on staff used in individualized work. Table 2) summarizes answers to this question.

TABLE 2)

STAFF USED IN INDIVIDUALIZED WORK
AS DESCRIBED BY NON-URBAN AGENCIES

No. Agencies Specifying	Type of Staff
11	Executive
5	All other group work staff
3	Case work staff
3	Particular member of group work staff
3	Interns
1	Guidance staff
1	Neighborhood visitor
1	Physician on staff

A includes a part time group worker in one agency who also was employed concurrently as a team worker in a public assistance agency.

It is noteworthy that executives did individualized work in nearly

all of the agencies replying to this question. A direct analogy can

not be drawn here with the using agencies, but it is interesting to compare the fact that in the using agencies, only two executives (18.2 per cent) participated in clearing work. The classification, "Particular member of group work staff," in the Table above represents a grouping of three comments, "The group work staff member closest to the situation," "All staff, if they seem to be the logical people," and "All staff concerned in this work."

D. Previous Use of the Index

Fourteen of the twenty agencies (70 per cent) stated that they had used the Index in the past. Dates of previous use were not generally furnished, but statistics at the Index (which go back to 1946 only) indicate that at least ten of the agencies must have cleared prior to 1946. In addition, from data obtained from the Greater Boston Community Council Information Service (see next section), it appears that two agencies may have confused direct use of the Index with indirect use provided for them by Information Service.¹ One of the agencies not returning a questionnaire was also found to have been a past user from the data at the Index.

Extent of previous use was small for the most part. Generally, agencies had no records of use to go by, and apparently relied on staff memory alone to answer this. From the answers supplied and statistics at the Index, it appears that past clearings did not average more than two a year per agency. Reasons for previous clearing were not specified, with the exception that two agencies mentioned past use chiefly in cases of camp subsidy.

¹ Chapter II, p. 10-11, gives a description of this service.

not be drawn here with the other agencies, but it is interesting to compare the fact that in the other agencies, only two agencies (15.2 per cent) participated in clearing work. The classification, "Particular member of group work staff," in the Table above represents a grouping of three comments, "The group work staff member closest to the situation," "All staff, it may seem to be the logical people," and "All staff concerned in this work."

II. Previous Use of the Index

Fourteen of the twenty agencies (70 per cent) stated that they had used the Index in the past. Names of previous use were not generally furnished, but statistics on the Index (which go back to 1945 only) indicate that at least ten of the agencies must have cleared prior to 1945. In addition, from data obtained from the Greater Boston Community Council Information Service (see next section), it appears that two agencies may have confused direct use of the Index with indirect use provided for them by Information Service.¹ One of the agencies not returning a questionaire was also found to have been a past user from the data on the Index. Extent of previous use was small for the most part. Generally, agencies had no records of use to go by, and apparently relied on staff memory alone to answer this. From the answers supplied and analyzed at the Index, it appears that past clearing was not average more than two a year per agency. Reasons for previous clearing were not specified, with the exception that two agencies mentioned past use chiefly in cases of camp subsidy.

¹ Chapter II, p. 10-11, gives a description of this service.

TABLE 28

TYPE AND FREQUENCY OF AGENCIES PREVIOUSLY USING THE INDEX

Type of Agency	No. Using Any Time Previously	No. Using 1946-1947
Settlement house ^a	8	4
Young men's association	2	0
Scouting or kindred organization	2	0
Girls' club	1	1
Boys' club	1	0
Community center	1	0
Totals	15	5

^a Includes one agency not returning a questionnaire but found in Index statistics.

Of the six agencies which had never used the Index, only one had ever applied for use. This agency, a settlement, applied during 1948. It was advised by the Index Membership Committee that since it did not measure up to the tentative eligibility criteria then in force, it should make indirect clearings through Council Information Service.

E. Indirect Use of the Index Through Council Information Service

To show indirect use of the Index by group work agencies not currently clearing directly, the writer secured appropriate statistics from Council Information Service for the year of 1948 plus January and February of 1949 (thus embodying the study sample months). A total of ten agencies used Information Service for this purpose during this fourteen month period.

Agency F, which is also one of the direct users of the Index, was included in Table 29 to illustrate the haphazard and unplanned manner in which a resource like the Index can be treated. This agency cleared only

TABLE 20

TYPE AND NUMBER OF AGENCIES PREVIOUSLY USING THE INDEX

Type of Agency	No. Using Any Time Previously	No. Using 1940-1947
Settlement houses	8	4
Young men's association	2	0
Scouting or kindred organization	2	0
Girls' club	1	1
Boys' club	1	0
Community center	1	0
Totals	15	5

a Includes one agency not reporting a questionnaire but found in Index statistics.

Of the six agencies which had never used the Index, only one has ever applied for use. This agency, a settlement, applied during 1945. It was advised by the Index Membership Committee that since it did not measure up to the tentative eligibility criteria laid in force, it should make indirect clearing through Council Information Service.

E. Indirect Use of the Index Through Council Information Service

To show indirect use of the Index by groups with agencies not currently clearing directly, the writer secured appropriate statistics from Council Information Service for the year of 1945 plus January and February of 1946 (thus embodying the study sample months). A total of ten agencies used Information Service for this purpose during this fourteen month period.

Agency 1, which is also one of the direct users of the Index, was included in Table 20 to illustrate the highest and simplest manner in which a resource like the Index can be treated. This agency cleared only

twice, directly, in 1947 and 1948 (Table 11, page 44), but suddenly made eight clearings through Information Service in a single month. Apparently clearing procedure is confused at the agency, and all staff members were not aware that the agency could clear directly.

TABLE 29

INDIRECT CLEARINGS BY GROUP WORK AGENCIES THROUGH
INFORMATION SERVICE, JANUARY, 1948 - FEBRUARY, 1949

Agency	Type	Total No. Entire Period	No. During Jan.-Nov. 1948	No. During Study Sample		
				Dec. 1948	Jan. 1949	Feb. 1949
Agency F	Settlement house	8	-	-	-	8
Agency L	Young men's association	3	1	-	1	1
Agency M	Young men's association	1	1	-	-	-
Agency N	Boys' club	1	1	-	-	-
Agency R	Settlement house	4	2	-	1	1
Agency W	Girls' club	1	1	-	-	-
Agency X	Settlement house ^a	1	1	-	-	-
Agency EE	Settlement house	1	-	1	-	-
Agency GG	Settlement house	3	-	3	-	-
Agency HH	Scouting organization ^b	1	-	1	-	-
Totals		24	7	5	2	10

a Agency which had applied for direct use (see previous section, supra).

b Not a member of Greater Boston Community Council.

Agency HH, which is not an individual member of the Greater Boston Community Council (and hence was outside the scope of the study), was found to have made indirect clearing use during the fourteen months period. This agency was apparently the only other group work agency in the community, beyond those considered in the study, which required access to the clearing service during this time.

Table 29 does not indicate much quantitative demand for clearing outside regular use of the Index. The number of clearings made indirectly during the study sample months would not have added an appreciable amount to the sample to illustrate problems behind the clearings more representatively. It does, however, show an increasing utilization of the Index through Council Information Service in recent months. This can perhaps be attributed not so much to increasing awareness of the Index on the part of group work agencies, but rather to the expanding role of Information Service in connection with current reorganization of the Index.

In relation to Information Service, it is interesting to note in passing that twelve of the agencies (60 per cent) mentioned specifically that the Service was helpful to them in securing information on other social agencies, for assistance and advice with special problems of members, and in locating the proper agency equipped to give service which they could not. This demonstrates that while some agencies did not clear even indirectly with the Index, Information Service was still a useful tool in their individualized work, in common with other agencies making indirect clearings.

F. Reasons for Not Using the Index

The agencies receiving the questionnaire were asked to list reasons why they did not use the Index currently or had never used it. Nineteen of the agencies replied to this.² In contrast to the factors

² Includes the agency which did not complete its questionnaire, but returned it with a brief comment on this point.

Table 23 does not indicate much quantitative increase for clearing outside regular use of the Index. The number of agencies made reference to the Index during the study sample months would not have added an appreciable amount to the sample as illustrative agencies within the clearing more representatively. It does, however, show an increasing utilization of the Index through Council Information Service in recent months. This can perhaps be attributed not so much to increasing awareness of the Index on the part of group work agencies, but rather to the expanding role of Information Service in connection with current reorganization of the Index.

In relation to Information Service, it is interesting to note in passing that twelve of the agencies (53 per cent) mentioned specifically that the Service was helpful to them in securing information on other social agencies, for assistance and advice with special problems of members, and in locating the proper agency equipped to give advice which they could not. This demonstrates that while some agencies do not often even indirectly with the Index, Information Service was still a useful tool in their individualized work, in common with other agencies making indirect clearings.

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limiting use as expressed by using agencies (Table 14, page 51), the chief determinant for lack of use with non-using agencies was philosophical rather than practical.

TABLE 30

REASONS FOR CURRENT NON-USE OF THE INDEX
AS EXPRESSED BY NINETEEN AGENCIES

Reason	No. Agencies Mentioning	Per Cent of Agencies
Agency function and objectives	14	73.2
Staff load or pressure of work	6	31.6
Record-keeping	6	31.6
Staff qualifications and training	5	26.3
Do not need Index in referral work	5	26.3
Lack of secretarial help	3	15.8

The consideration of agency function and objectives was thus the greatest element in current non-use of the Index. Agencies stated generally that the type of work done did not require the Index or that they were not set up for individualized work or case work. Specific objections to use were disapproval of registration of members in the Index per se, and opinions that it was not necessary for agencies to know if their members were known to other agencies, or that they served "normally-adjusted" memberships. Several settlements, in particular, felt that their individualized work consisted of informal, friendly, and neighborly advice, and Index clearing might damage this neighborly relationship. One scouting organization stated that its non-building centered program precluded any clearing use.

Among the leading practical elements affecting non-use were pressure of work on staff, lack of or poor record-keeping, and staff qualifi-

limiting use as expressed by using agencies (Table 18, page 31). The chief determinant for lack of use with non-using agencies was philosophical rather than practical.

TABLE 30

REASONS FOR CURRENT NON-USE OF THE INDEX
AS EXPRESSED BY NON-USER AGENCIES

Reason	No. Agencies Mentioning	Per Cent of Agencies
Lack of successful help	3	15.8
Do not have index in referral work	3	15.8
Staff qualifications and training	3	15.8
Record-keeping	3	15.8
Staff load or pressure of work	3	15.8
Agency function and objectives	1	5.9

The consideration of agency function and objectives was thus the greatest element in current non-use of the index. Agencies stated generally that the type of work done did not require the index or that they were not set up for individualized work or case work. Specific objections to use were disapproval of registration of members in the index per se, and opinions that it was not necessary for agencies to know if their members were known to other agencies, or that they served "normally-adjusted" memberships. Several statements, in particular, felt that their individualized work consisted of informal, friendly, and neighborly advice, and index clearing might damage this neighborly relationship. One scouting organization stated that its non-building centered program precluded any clearing use.

Among the leading practical elements affecting non-use were pressure of work on staff, lack of or poor record-keeping, and staff qualifications.

cations and training. These were less limiting proportionately than in the case of the using agencies. A specific comment produced here was that in scouting organizations all staff people close to members were volunteers.

The answers grouped under, "Do not need Index in referral work," included such remarks as, "We don't want to know the past in a case - the present problem suffices," "We know the families well enough," and "The majority of individual services can be handled in one interview." One agency stated that in referrals it presumed the accepting agency used the Index.

One agency remarked that, since one of its part time group workers was employed also as a case worker in a public assistance agency, the worker had cleared agency cases occasionally there. While this no doubt made for convenience, from the point of view of ethics, administration of the Index, and inter-agency cooperation, the practice hardly seems desirable. First of all, an inaccurate statistical picture is reflected of both source of problem and of case record, and in the second place, preservation of the value of the clearing to agencies which might be interested in the individual or family in the future is threatened if the worker involved leaves the employ of the assistance agency, or for that matter the group work agency either.

G. Opinions of Non-Using Agencies on Other Types of Central Filing Systems

Similarly to the using agencies, the non-using agencies were asked whether they thought there was a need for any other type of coordi-

actions and treatment. These were less limiting proportionally than in the case of the using agencies. A specific demand program was that in recruiting organizations all staff people close to concerns were volunteers.

The answers grouped under "the need index in referral work" included such remarks as, "We don't want to know the past in a case - the present problem written," "We know the families well enough," and "The majority of individual services can be handled in one interview." One agency stated that in referrals it presented the receiving agency and the index.

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B. Opinions of Non-Using Agencies on Other Types of Central Billing Systems

Similarly to the using agencies, the non-using agencies were asked whether they thought there was a need for any other type of central-

nated central registration file which might be useful for group work agencies.

Six agencies (30 per cent) indicated that a recreational index might be desirable. Five agencies answered negatively and two were not sure. Reasons for desirability were practically the same as with the using agencies, for more concerted planning, and to show underservice and overlapping. One agency mentioned that it thought it would help against the "shopping around" of teen-agers and aged people for special attention where there were several group work agencies fairly close together.

In general, the consensus was again that cost of such a system would not be worth the time, effort or potentially attainable results.

Nine agencies (45 per cent) felt that there would be a good deal of value in having a central camping file. Prevention of duplication, a more effective spread of camperships, and serving the neediest children, were the reasons given for the use of a central instrument for camper registration and referral. Opinion on the expense of this plan was not expressed, with two of the agencies merely commenting that, though probably desirable, there was no urgent need for the plan.

Together with the using agencies, a total of seventeen out of thirty-one group work agencies interviewed or returning questionnaires (54.8 per cent) was in favor of this system of central registration.

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Six agencies (50 per cent) indicated that a professional team might be desirable. Five agencies answered negatively and two were not sure. Reasons for desirability were practically the same as with the existing agencies. For some concerted planning, and to the investigation and overlapping. The agency mentioned that it thought it would help against the "shopping around" of team-agents and give people for special attention where there were several group work agencies fairly close together.

In general, the consensus was again that cost of such a system would not be worth the time, effort or potentially attainable results. Nine agencies (45 per cent) felt that there would be a good deal

of value in having a central clearing file. Prevention of duplication, more effective spread of materials, and serving the homeless children were the reasons given for the use of a central clearing file. The agency and referral. Opinion on the expense of this plan was not expressed, with two of the agencies merely commenting that, though possibly desirable, there was no urgent need for the plan.

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CHAPTER VIII

SUMMARY, CONCLUSIONS AND RECOMMENDATIONSA. Introduction

The foregoing represents a study and investigation of the use of the Boston Social Service Index by local group work agencies. The aim of the writer was to discover considerations facilitating or impeding local group work use, to determine the types of problems cleared through the Index and the special values of this technical method for such agencies, and to ascertain some of the general criteria for Index clearings by group work agencies.

A review of the literature was first undertaken to obtain a background of basic concepts in the field of social group work relating to this specific area. This served to give perspective to the study.

Factual material for the study was gathered in four ways. Experience of group work agencies in selected other cities was analyzed and compared with the Boston situation. The eleven agencies currently using the Index were interviewed in order to elicit all possible information in regard to the general questions posed for the writer. Twenty-eight other local group work agencies not using the Index were asked to supply related data. Finally a three months' sampling of all clearings at the Index by group work agencies was taken to procure actual illustrations of clearing use.

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B. Philosophy of Index Use

Group work agencies appear to have used the social service index almost from its inception. The scanty references to group work use in the literature in comparison with the case work field, however, reflect how relatively little attention has been given to this topic, and how meager and uneven the use has been, as well.

Whatever thinking and writing has evolved on the subject has seemed to run parallel to the growth of social group work as a professional field itself. With the emerging concept of the generic group work process in the last decade or so, has come an increasing sensitivity to individual behavior and needs on the part of group workers, demonstrated in a sharpening of the individualized approach in their programs.

While generally true of the field as a whole, this trend toward focus on the individual has varied strikingly in practice among different types of group work agencies, depending on how each has accepted and interpreted this new role.

Therefore, the first basic consideration in using the index is the extent of the individualized approach in a group work agency. The underlying principle here is not depth of treatment attempted but the degree of awareness of individual needs and recognition of problems.

A second basic consideration, that of value to the community as a whole, flows from the first. Since the worth of the social service index is predicated on the two-way operation - agencies both giving and receiving information, thus working together for the benefit of individuals in the community - it follows that group work registrations in the index are

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less useful if employed for better understanding of and work with individuals at the group work agency alone. Because the individualized approach varies and group work agencies cannot carry the major responsibility for treatment, referral to and joint work with case work agencies through full sharing of information is necessary.

A final element in the picture, index use for programming, and planning and research purposes, either at agency or community levels, is of minor importance perhaps, but has been indicated in the literature.

The issue has been raised by group workers as to whether the philosophy of the index itself has not operated against more effective use by group work agencies. One writer opines that the index has been oriented to the case work field from its very beginning, and that group work use has had to fit into this framework instead of the index being adapted to meet group work requirements as well as case work needs.

C. Summary of Findings

1. Experience in Other Cities

A comprehensive survey of group work agency index practice elsewhere was not attempted in the study. Certain information was available, however, from several other cities which furnished comparative data.

Compared with Cleveland, Pittsburgh and New York, Boston showed an annual mean clearing volume per group work agency of 14.4, which was much less than the others for nearly the same annual periods. In addition to this, Chicago, Detroit and Providence with little or no index use by group work agencies in those cities, further illustrated how spotty the national situation is.

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Summary of Findings

1. Experience in Other Cities

A comprehensive survey of group work agency index practice elsewhere was not attempted in the study. Certain information was available, however, from several other cities which furnished comparative data. Compared with Cleveland, Pittsburgh and New York, Boston shows an annual mean clearing volume per group work agency of 10.4, which was much less than the others for nearly the same annual periods. In relation to this, Chicago, Detroit and Providence with little or no index use by group work agencies in those cities, further illustrated how sporadic the national situation is.

An early study (1936) conducted among fifty-three indexes around the country had pointed out that settlements and YW's were the types of agencies which cleared in the most cities, with YM's, boys' clubs, and Boy and Girl Scouts far in the rear. Analysis of the recent experience in the three cities compared with Boston verified this, with the additional significant finding that volume of use by settlements outstripped all other types, including YW's. This is partly attributable to numerical superiority of settlements as a type.

The claim has been made from time to time that group work agency memberships represent "normally adjusted" people who would not be found in the files of the index. It is noteworthy, perhaps, that a variety of evidence compiled by the writer shows that a third or more of the entire membership of any type of group work agency is likely to be identified in the index, ranging from at least 30 per cent in the case of Scouts to generally over 70 per cent with settlements and boys' clubs. It is true that this high percentage of identification may possibly be caused in part by agency contacts during the depression only, but until further facts are forthcoming, the point remains significant. Clearings in Boston in 1947 and 1948 for group work agencies showed from 60 to over 80 per cent identification, not only high percentages for the group work field, but comparing very favorably with the percentage for the overall social work field locally.

New York City was the only instance found of a community in which group work use of the index had been specifically studied up till now. The New York studies showed at first that group work agencies had made

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comparatively little use of the New York Exchange, and such use chiefly to meet the needs of special problems. As a result of an experimental clearing project, standards and criteria were set up for local use there. The final report of the studies (1942) found the New York Exchange potentially useful to group work agencies in the following ways:

1. For coordination of effort with other agencies.
2. For better understanding of the individual member.
3. As a basis for more constructive program building.

Recommendations specifically centered around the use of one staff person for clearing, follow-up and referral, with appropriate contacts with and dissemination of information to other staff persons as intermediate steps. No evaluative data was available to the writer on the effect of these proposed standards on actual use of the New York Exchange by group work agencies in the succeeding years.

Several examples of other types of central filing systems for group work agencies were found in other communities. These included a recreational index and other master files of all group work agency members, a continuous juvenile exchange, and a central camping file. Their principal use was to check duplication or to analyze constituency trends. Duplication of membership was discovered to be surprisingly low in many of these compilations.

None of the systems is in existence at present (some were one-time operations). They serve to illustrate the need, perhaps, of some sort of central accounting device, not so much related to the needs of individuals (as the index is), but to provide data for agency or community planning.

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2. Agencies Using the Boston Index

The intensity and quality of program and services offered by the eleven group work agencies using the Index could not be gauged within the limits of the study. All appeared to have the same pattern of group program structure. Services to individuals varied, with all doing some form of personal service, yet suggesting a considerable difference in depth of the individualized approach. Approximately 45 per cent offered direct case work. Mere evidence that program or services existed (e.g. case work) apparently bore no relation to the volume of Index use.

Size and other characteristics of agency membership were compared. Apart from an indication that over 80 per cent of the agencies served both sexes and a wide age range denoting contact with familial groups, no correlation was found between membership background and use of the Index. The length of time an agency had used the Index was also not a factor influencing use.

The three largest areas of problems indexed by the agencies were behavior-emotional, economic, and protective. Other types of problems included mental health, physical health and social problems. One agency made routine use of the Index for nursery school clearings. The incidence of behavior-emotional problems approximately equalled the combined total of the other types.

The agencies generally felt the Index was valuable to them for two main reasons (expressed in a variety of ways): 1) as a way of getting from other agencies background or supplementary information on individuals they were interested in for use in either individualized work or

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group programming; 2) as an essential factor in referral and inter-agency cooperation. One agency also mentioned some value in the training of students.

For the using agencies, practical factors led in considerations limiting Index use. The most frequently mentioned were pressure of work on staff and insufficiency of qualified or trained personnel. Record-keeping and lack of secretarial help were additional limiting factors. About 45 per cent of the agencies indicated that philosophical considerations of agency function and objectives also cut down Index use. There were signs that most agencies hoped to improve in size and quality of staff so as to increase clearing use.

In regard to the eligibility criteria recently promulgated by the Boston Social Service Index Committee, all of the agencies appeared to satisfy the minimum requirements for professional competence of staff. Volume of clearing did not vary with the number of staff people who cleared, except in the case of the largest user, which had the largest number of staff clearing. The two largest users also happened to have more case work staff than the remaining agencies, but volume of use with the others did not vary with number of case workers employed per se.

With respect to general policies and procedures for clearing, the local agencies again all seemed to be meeting basic criteria for supplying adequate identifying data, safeguarding of records, and protection of confidentiality. Certain minor clearing practices which are desirable for the effective operation of the Index in the long run, such as cancellations, were not being complied with. As a rule, specific overall poli-

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lations, were not being complied with. As a rule, specific overall poli-

cies for Index use and training of staff in Index procedures were lacking. Clearings were selective in all cases, with the exception of the one instance of routine nursery clearings.

In follow-up of clearings, for the most part agencies showed good practice. Selective choice of identified agencies for additional information was observed, and procedures for passing on confidential information to other staff at the agency were given due attention.

Direct work with individuals at the agency, as a result of information derived from clearing and follow-up, involved both adjustment in group programming and formal and informal counseling. It was possible to distinguish case work efforts more clearly than other types.

Nearly all of the agencies followed up clearings with referrals and/or joint treatment, these being handled by the same staff members who cleared. Such referrals proved to be only a small proportion of the total agency referrals, however. The consensus was that referrals were made when problems were entirely beyond the resources of the agency. Supportive work during joint treatment included adjustment in group programming, interpretation of referral agencies to members, and individualized work of a different nature than that given by the referral agency.

3. The Sampling of Clearings

The three months' sample of clearings was neither quantitatively nor qualitatively representative of local group work agency use, but did illustrate actual cases of clearing, and as such the potential value of the Index as a tool in group work.

A high percentage of identification (76.2 per cent) was found in

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A high percentage of identifications (76.2 per cent) was found in

the twenty-one cases reviewed. In addition, the number of agency contacts per clearing was significant, the median number being between six and seven. Fifteen out of sixteen identified clearings were known to three or more agencies. Allowing for "depression" agency contacts did not materially reduce the identification.

The agencies identified reflected a widespread pattern of social, health and welfare problems. By fields of service, hospitals, family and social adjustment services, protection and foster care, and public assistance, in that order, comprised 60 per cent of the agencies knowing the individuals or families cleared.

Types of problems cleared in the sample were nearly identical with the classification brought out in the interviewing of all eleven using agencies, with behavior-emotional problems again being the leading reason for clearing.

Identified agencies followed up for supplementary information were not in the same order as their frequency of identification, however. Protective and foster care agencies led the rest here. Follow-up of clearings further intensified the picture of social breakdown initially portrayed by the clearing reports. New or more complicated problems were discovered in at least half of the clearings.

The methods and nature of referral and joint treatment attempted in the sample did not differ greatly from that described in Chapter V. As a result of the sample clearings, two inquiries were received from other agencies registering on cases later. These were apparently coincidental, however.

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The study sample served to point up some aspects of the two basic considerations in index use, particularly the value of effective and close cooperation of all social agencies interested in an individual, and the importance of early recognition of problems.

4. Agencies Not Using the Boston Index

Information was secured from twenty-one of the twenty-eight group work agencies not currently using the Index. A difficulty similar to that with the using agencies, in estimating the intensity and quality of program and services from this data, was encountered. Group program structure was not too different among the agencies, but services to individuals varied, and were much less prevalent as a type of service than in the using agencies. This latter situation appeared somewhat anomalous in the case of at least seven agencies, which had case work trained persons on the staff. It was noteworthy that executives participated in individualized work in eleven agencies out of twenty.

With respect to characteristics and background of memberships, no outstanding differences existed between the majority of the non-using and the using agencies, with the former exhibiting the same kind of familial contacts and income ranges as the latter, for the most part.

Eighty-five per cent of the non-using agencies appeared to be doing some sort of referral work. Of the reasons listed for referral, the principal ones were special needs of members and problems beyond the capacity of the agency. A significant proportion (60 per cent) of the agencies reported joint work with other agencies.

While 70 per cent of the agencies said they had used the Index in

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Eighty-five per cent of the non-using agencies reported to be do-
ing some sort of referral work. Of the reasons listed for referral, the
principal ones were special needs of members and problems beyond the
capacity of the agency. A significant proportion (50 per cent) of the
agencies reported joint work with other agencies.

While 70 per cent of the agencies said they had used the index in

the past, only four of these had cleared in the last three years. Extent of previous use was small. Eight of the agencies replying made indirect use of the clearing service through Council Information Service during the period from January, 1948 through February, 1949, but this also was fairly negligible quantitatively.

In contrast to the factors limiting Index use as expressed by the using agencies, the chief determinant for lack of use by non-using agencies was philosophical rather than practical. The consideration of agency function and objectives was found to be the reason in 70 per cent of the replies, and is apparently the nub of the argument for non-use of the Index for these agencies.

D. Conclusions

From the preceding evidence, a number of broad conclusions have been arrived at by the writer. Despite the restrictions of the study in regard to objective observation and the limited nature of the sampling, certain generalizations about the use of the index by group work agencies appear to be valid in the light of both local and other experience. These are presented as follows:

(1) Opportunity exists in any group work setting for working with individual problems. This opportunity, in a majority of cases, can be extended to and is intertwined with family problems. In the recent professional development of the field, the evolving concept of the group work process has focussed attention particularly on the aspect of assisting individual growth, which group work thus shares fundamentally with case work. In this respect, group work and case work may differ in pro-

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cedure and emphasis, but not in objective. The study has amply illustrated the range of social, economic and personality factors which crystallize in individual problems coming to the attention of local group work agencies. In the main, the data shows that the agencies are not attempting to duplicate case work services, but to furnish supplementary and complementary services.

(2) The social service index is a valuable tool for all social agencies in providing information for better service to clients or members directly, and in making possible even more effective benefits to individuals through joint cooperation of agencies. For group work agencies which recognize as their mandate the responsibility for furthering individual needs, the index has proved to be especially useful in exploring the nature of problems, in understanding members better for both individualized work and group programming, and as a device for proper referrals and inter-agency work.

(3) According to its acceptance of the basic philosophy of the group work process and its readiness and capacity to carry it out, each group work agency necessarily differs in the extent of its individualized approach and its awareness of individual needs and recognition of problems. To a certain degree, use of the index reflects this approach and can be said to be a "barometer" of individualized work. There are practical limiting factors which restrict some types of group work agencies from more than a superficial attempt at individualized work directly, but theoretically no barriers exist to prevent any agency from applying the "enabling" principle to the realm of referrals and inter-agency coopera-

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tion. The argument of "normally-adjusted" memberships has been somewhat disproved in the study. As such, therefore, the index can be an invaluable mechanism for accelerating the process of helping an individual by means of using all the forces in a community, providing the initiating agency acknowledges this responsibility.

(4) Use of the index, if predicated on the fundamental assumption of the two-way process of cooperation, carries with it the implication of readiness of service. The evidence in the study points to too much haphazard and casual clearing and to agencies inadequately prepared or unwilling for follow-up work. It suggests further, in contradistinction, that perhaps the fault lies also with the case work field and the index itself, in their not recognizing fully the potential value of group work in individualized work or supportive help, and in neglecting to shape the index to meet group work needs.

(5) There has been a definite lack of uniform use of the index locally among group work agencies. Twenty-six agencies out of thirty-nine have used the Boston Index at one time or another, but only eleven use it currently, and these vary widely in volume of use. This is generally true also in other communities and from community to community around the country. Lack of uniformity, however, cannot be laid at the door of function and objectives entirely. Group work agencies which assume the challenge of the group work process stand in need of a more systematized procedure, not only in individualized work and programming within the walls of the agency, but in referral methods, too. The caliber and training of personnel definitely affect the individualized

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approach, but in relation to the use of the Index, even agencies which approximate each other in size, aims, area covered, and types of staff differ widely in Index clearing volume.

(6) Notwithstanding variance in volume and other factors discussed above, agencies currently using the Boston Index conform generally to minimum requirements for clearing. From a standpoint of staff competence, safeguarding of information, protection of confidentiality, and other criteria, local agencies appear to meet the newly established eligibility standards. Further improvement of use in these agencies should rest largely in the area of clarification of basic philosophy of approach to individualized work and of methodology of inter-agency relationships. For agencies not using the Index at present, future participation depends to a certain extent on the degree to which principles in Conclusion (3) above are understood, accepted and implemented by professional training of staff and standards put in force at the agency.

E. Recommendations

The writer feels that this study of index use has but scratched the surface of some phases of a much larger field of inquiry, that of the whole area of case work-group work cooperation, which is in a beginning stage of development and study in the local community. No venture should be made to suggest or set up standards and criteria for index use by group work agencies on the strength of a single analysis, especially one limited in scope. On the basis of the evidence and the conclusions, nevertheless, some recommendations which stem logically from the reasoning in the study may have tangible value for the present. They are:

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(3) Understanding variance in volume and other factors also--

As stated above, agencies currently using the Boston Index contain generally to maintain requirements for clearing. From a standpoint of staff composition, selection of information, protection of confidentiality, and other criteria, local agencies appear to meet the newly established eligibility standards. Further improvement of use of these agencies should rest largely in the area of clarification of basic philosophy of approach to individualized work and of methodology of inter-agency relationships. For agencies not using the Index at present, future participation depends to a certain extent on the degree to which principles in consideration (2) above are understood, accepted and implemented by professional training of staff and standards put in force at the agency.

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(1) Group work agencies currently using the Boston Index should adopt a definite statement of working policy for Index use in line with their purpose, function, and objectives, and taking into account resources of staff, record-keeping facilities, etc. This policy should be periodically reviewed and evaluated. It should be imparted to both old and new staff as a regular training procedure, in order to eliminate misunderstanding of the Index, half-assumptions, or practices not professionally accepted. It might include types of cases or problems to be cleared, responsibility of the agency in individualized work, and agency principles of follow-up, referral, and joint efforts with other agencies.

(2) In connection with the above recommendation, a centralized machinery for clearing should be established within each agency, with supervision vested in a single person. This centralization would make for better relationship with the Index, for familiarity with all processes involved, and would insure coordination and accurate and organized clearing. Centralization ideally should apply also to follow-up and referral.

(3) Specific attention should be given by using agencies to the procedures of cancellation, re-registration, and additional information. A periodic evaluation of records or cases cleared should be undertaken so as to effect maximum help to other agencies through the Index.

(4) Where group work agencies employ case workers on the staff full or part time, or have the loan of one, such agencies should use the Index as fully as their service needs require, with the stipulation that the clearing and referral procedures, if performed also by other members of the staff, should be centralized and supervised by the case work staff.

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(5) Where case work staff is not employed, agencies should clear selectively and judiciously, the method of selection being related to some definite service the agency is prepared to give on the problem, or to its acceptance of the responsibility for follow-through or referral. Clearing could, therefore, be made on any kind of individual problem or specific need, assuming the above was understood.

(6) An effort should be made to improve record-keeping within the resources and skills of the agency staff. Absence of records should not necessarily be a deterrent to clearing, provided in these cases the agency has a well developed contact with and knowledge of the individual or family, and is prepared to make this information available for sharing.

(7) Where agencies are not eligible to use the Index directly, full advantage should be taken of the Greater Boston Community Council Information Service for clearing purposes. Where clearing use of an eligible agency is very infrequent, Information Service might be used instead of direct clearings, in order to obviate possible lapses of agency familiarity with Index procedure.

With the reorganization this year of the Boston Social Service Index, has come an opportune time for thorough appraisal of group work agency use. For further study, specific follow-up of the writer's investigation could be made in terms of: 1) an experiment in greater use of the Index and exploration of advantages or disadvantages noted; 2) studies of specific situations where the Index was used and cases were followed through, with evaluation of the results to the client or member.

Such follow-up could be pursued on any of several fronts - by the

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(6) An effort should be made to insure reciprocity between the resources and skills of the agency staff. Absence of resources should not necessarily be a deterrent to reciprocity, provided in time when the agency has a well developed contact with and knowledge of the individual or family, and is prepared to make this information available for meeting.

(7) Where agencies are not eligible to use the Index directly, full advantage should be taken of the Greater Boston Community Council Information Service for clearing purposes. Where clearing use of an eligible agency is very important, Information Service might be used instead of direct clearing, in order to obviate possible issues of agency liability with Index procedures.

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agencies themselves (i.e. the Neighborhood Houses and Youth Agencies Division), by the professional association of group workers, by the Social Service Index Committee, or by cross-functional groups like the Case Work - Group Work Committee of the Council.

A comprehensive survey might be made of index practice with group work agencies in other cities, drawing in the experience of New York or other communities which are possibly further along in development and study of group work use.

Discussion of fundamental philosophy related to objectives, exploration of the whole referral process and inter-agency cooperation, refinement of methods of the individualized approach, studies of uncharted areas (such as the value of clearing an entire club group and other Index uses for program building or research) - are other fruitful topics for the future.

Approved,

Richard K. Conant


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Approved,


Richard A. Conrad
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APPENDIX I

PRIMARY GROUP WORK AGENCIES HOLDING INDIVIDUAL MEMBERSHIP
IN THE GREATER BOSTON COMMUNITY COUNCIL^a

Boston Young Men's Christian Association
 Boston Young Men's Christian Union
 Boston Young Men's Hebrew Association
 Boston Young Women's Christian Association
 Boys' Clubs of Boston
 Boy Scouts of America, Boston Council
 Brookline Jewish Community Center
 Burroughs Newsboys Foundation
 Cambridge Community Center
 Cambridge Neighborhood House
 Camp Fire Girls, Council for Greater Boston
 Denison House
 Dorchester House
 East Boston Social Centers Council
 East End Union
 Elizabeth Peabody House
 Ellis Memorial
 Girl Scouts, Boston Council
 Girl Scouts, Brookline Council
 Girls' Clubs of Boston
 Good Will House Association
 Gray Houses
 Hale House Association
 Harriet Tubman House
 Hecht Neighborhood House
 Jamaica Plain Neighborhood House Association
 Lincoln House Association
 Little House
 Margaret Fuller House
 Norfolk House Centre
 North Bennet Street Industrial School
 North End Union
 Olivia James House
 Robert Gould Shaw House
 Roxbury Neighborhood House Association
 Saint Mark Social Center
 South End Boys' Club
 South End House Association
 Trinity Neighborhood House

^a From membership list, Greater Boston Community Council, September, 1948.

PRIMARY GROUPS WHOSE MEMBERS BELONG TO INDIVIDUAL MEMBERSHIP
IN THE GREATER BOSTON COMMUNITY COUNCIL

- Boston Young Men's Christian Association
- Boston Young Men's Christian Union
- Boston Young Men's Hebrew Association
- Boston Young Women's Christian Association
- Boy's Club of Boston
- Boy Scouts of America, Boston Council
- Brookline Jewish Community Center
- Burroughs Hebrews Association
- Cambodge Community Center
- Cambodge Neighborhood House
- Camp Fire Girls, Council for Greater Boston
- Danison House
- Dorchester House
- East Boston Social Center Council
- East End Union
- Elizabeth Peabody House
- Ellis Hospital
- Girl Scouts, Boston Council
- Girl Scouts, Brookline Council
- Girls' Club of Boston
- Good Will House Association
- Gray House
- Hale House Association
- Harvard Thoreau House
- Heath Neighborhood House
- Hebrew Union Neighborhood House Association
- Hebrew Union House Association
- Little House
- Margaret Fuller House
- Norfolk House Center
- North Bennet Street Industrial School
- North End Union
- Olivia Jones House
- Robert Gould Shaw House
- Roxbury Neighborhood House Association
- Salus Park Social Center
- South End Boys' Club
- South End House Association
- Trinity Neighborhood House

a from membership list, Greater Boston Community Council, September, 1945.

NAME OF SUBJECT

DATE AND PLACE OF BIRTH

Y. SERVICE 1979

W. CLASS OF SERVICE (1979)

(1) SERVICE CLASS

(a) Service Class

(b) Service Class

(c) Service Class

(d) Service Class

(e) Service Class

(f) Service Class

(g) Service Class

(h) Service Class

APPENDIX II

W. SERVICE CLASS (1979)

(1) Class (1979)

(2) In what class (1979) was the subject placed? (1979)

(a) Class (1979)

(b) Class (1979)

W. SERVICE CLASS (1979)

W. SERVICE CLASS (1979)

Yes No (1979)

W. SERVICE CLASS (1979)

PLATE II

USE OF THE BOSTON SOCIAL SERVICE INDEX BY GROUP WORK AGENCIES

S C H E D U L E

Date of interview _____

Name of agency _____

Address _____

Name and position of person giving information _____

I. SERVICE DATA

a. Kinds of service: (Check)

(1) Group services

- (a) Recreational-educational
(Thru clubs, classes, etc.)
- (b) Nursery school
- (c) Camp work (including
day camp)
- (d) Playground
- (e) Extension work
- (f) Other

(2) Services to individuals

- (a) Direct case work
- (b) Case work consultation
- (c) Other personal service
- (d) Medical service
- (e) Vocational and educa-
tional guidance
- (f) Neighborhood visiting
- (g) Other

(3) Miscellaneous

- (a) Community organization
- (b) Residence facilities (non-staff)
- (c) Other

b. Membership served: Total Number _____

(1) Sex (Check) M F (2) Age range _____

(3) In what income group would you say the majority of your membership
fell? (Check)

- (a) Under \$2000
- (b) \$2000-\$2499
- (c) \$2500-\$3500
- (d) Over \$3500

II. PRINCIPLES AND PROCEDURES FOLLOWED IN CLEARING THRU S.S.I.

a. Does the agency have a specific policy in using the S.S.I.?
Yes No Written Oral

b. What is done to acquaint new staff people with the use of the S.S.I.?
(Describe)

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c. Staff members who make clearings in your agency: (Fill in as needed)

<u>Title</u>	<u>Social Work Education and Experience</u>
--------------	---

(1) Executive

(2) Program director

(3) Department heads

(4) Group workers

(5) ~~Care~~ worker

(6) Other (describe)

d. Is there a designated staff person who has overall supervision for the clearing procedure? If so, describe

e. Are clearing slips made out by:
clerical or professional persons

f. What is done with report slip from the S.S.I.?

(1) Filed in special office file

(2) Placed in case folder

(3) Other (Describe)

(4) Describe provisions for safeguarding (lock file, etc.)

g. What are the main types of individual or family problems in the agency for which clearings are made? (Describe)

2. Staff members who have been assigned to your agency (List in the space provided)
Special Agent in Charge and his staff

- (1) Executive
(2) Program Director
(3) Department heads
(4) Group leaders
(5) Labor relations
(6) Other (describe)

3. Is there a designated staff person who has overall responsibility for the clearing process?
If so, describe

4. Are clearing signs set out by:
official
or representative persons

5. What is done with your signs from the time they are:
(1) Used in clearing process?
(2) Placed in case of fire
(3) Other (describe)

(4) Describe procedure for signs from the time they are used.

6. What are the main types of signs used in the clearing process?
For each of these, describe

h. Are clearings made:

- (1) At time of individual's first registration in the agency? (Describe)
- (2) On regular or routine basis for any portion of membership (cf. camp or nursery)? (Describe)
- (3) On particular groups as a whole (cf. a club group)? (Describe)
- (4) For research purposes? (Describe)

i. Does the agency ever:

- | | | |
|---|-----|----|
| (1) Cancel registrations at the S.S.I.? | Yes | No |
| (2) Re-register a case? | Yes | No |
| (3) Send in additional information or corrected identifying data on an individual or family (such as change of address, re-marriage, etc.)? | Yes | No |

j. Does the agency make clearings in addition thru a consultant case work agency? If so, where are the records on such cases kept?

k. Do agency members know their names are being cleared? (Describe)

III. POST-CLEARANCE PRINCIPLES AND PROCEDURES

a. Are agencies identified from clearings contacted for supplementary information from their records? (Describe)

b. Are full records of other agencies ever read? (Describe)

c. Are case conferences or consultation with other agencies arranged? (Describe)

d. Procedure for giving information derived as result of clearing to different types of group leaders: (Describe)

(1) With regular staff

(2) With part time paid leaders

(3) With field work students

(4) With volunteers

b. Are charges made?
(1) At time of individual's first registration in the country? (Indicate)

(2) On regular or routine basis for any portion of country? (Indicate)
or quarterly? (Indicate)

(3) On particular groups as a whole (or a sub group)? (Indicate)

(4) For research purposes? (Indicate)

1. Does the agency have:
(1) General registration of the S.S.I.? Yes No
(2) No-regular a card? Yes No
(3) Send in additional information or reports
identifying data on an individual or family
such as names of address, telephone, etc.? Yes No

2. Does the agency have classified information that is submitted and sent
agency? If so, how are the records on such cases kept?

3. Do agency members have (a) their own set of records? (Indicate)

III. POST-RELEASE INFORMATION AND FOLLOW-UP

a. Are ex-convicts identified from agency records for follow-up purposes
from their records? (Indicate)

b. Are full records of their records ever sent? (Indicate)

c. Are case conferences or consultation held with a local agency? (Indicate)

d. Procedure for giving information desired as result of election to district
type of group leaders? (Indicate)
(1) With regular staff

(2) With part-time staff

(3) With other staff

(4) With volunteer

e. Does the nature of the information referred to above affect the procedure involved with each type of leader? If so, describe

f. If clearings are used in connection with referral:

(1) How are identified agencies chosen for follow-up?

(a) All of certain type contacted Yes No

(b) If selective, is choice by:

Type of agency Yes No

Date of last S.S.I. registration Yes No

(2) Method of follow-up: (Check)

(a) Letter: Form letter or Specific letter

(b) Phone

(c) Visit

(d) Other (Describe)

(e) Which method is generally preferable?

(3) Which staff member has responsibility for making the referral?
(Describe)

g. If clearings are used for individualized work within the agency:

(1) How is clearing information used in programming for the individual concerned?

(2) How is clearing information used in direct individual work?

(a) On case work basis (Describe)

(b) On informal or incidental basis by staff (Describe)

h. Describe cooperative procedure with other agencies where joint work with individual is undertaken.

2. Does the nature of the information referred to above affect the procedure involved with each type of incident? If no, answer "No".

3. If observations are made in connection with incidents, are they identified as such or not?

(a) All of certain type contained	Yes	No
(b) If selective, in which way?	Yes	No
Type of agency	Yes	No
Date of last S.S.I. registration	Yes	No

(2) Methods of collection (if any):
(a) Letters
(b) Phone
(c) Field
(d) Other (Specify)

(c) Which method is primarily preferred?

(3) Which staff member has responsibility for making the reference?
(Specify)

4. If observations are made for identification purposes, are they identified as such or not?
(1) How is identity information given in presentation of the information?
(Specify)

(2) How is identity information used in the case of a field visit?
(a) On your work file (Specify)

(b) On internal or confidential file by staff (Specify)

5. Describe cooperative procedure with other agencies where joint work with individual is undertaken.

- i. Is there record material available at the agency showing the use of S.S.I. clearings?

IV. GENERAL QUESTIONS

- a. How long has the S.S.I. been used by the agency?

- b. To what extent (greater or less use previously than now)?

- c. Is G.B.C.C. Information Service also used? If so, in what situations?

- d. Proportion of agency referrals made without using S.S.I.: (Check)

- | | |
|----------------|---------------|
| (1) Nearly all | (4) About 1/4 |
| (2) About 3/4 | (5) None |
| (3) About 1/2 | (6) Other |

- e. Opinion as to general value of S.S.I. to agency: (Check)

- (1) As time-saver
- (2) As tool in making proper referrals
- (3) In revealing suspected or concealed problems of members
- (4) For better understanding of members
- (5) For amplifying details or supplementary information in programming
- (6) Other (Describe)

- (7) General comment on value

- f. Opinion as to possible factors limiting use of S.S.I. by agency: (Describe)

- (1) Agency function and objectives
- (2) Kinds of people served
- (3) Record-keeping
- (4) Staff qualifications and training
- (5) Staff load
- (6) Lack of secretarial help
- (7) Other

1. Is there recent material available at the Agency which is classified?

IV. GENERAL QUESTIONS

a. How long has the S.E.I. been used by the Agency?

b. To what extent (greater or less than previously) has S.E.I. been used?

c. Is S.E.I.C. information available also? If so, in what amount?

d. Proportion of Agency personnel who are S.E.I. (S.E.I.C.)

- (1) Nearly all
- (2) About 3/4
- (3) About 1/2
- (4) About 1/4
- (5) Other

e. Opinion as to general value of S.E.I. to Agency: (S.E.I.)

- (1) As time-saver
- (2) As tool in making proper referrals
- (3) In revealing weakness or character of subjects
- (4) For better understanding of subjects
- (5) For amplifying details of subject's background
- (6) Other (Describe)

(7) General comment on value

f. Opinion as to possible future limiting use of S.E.I. to S.E.I.C.

(Describe)

(1) Agency function and objectives

(2) Kind of people served

(3) Record-keeping

(4) Staff qualifications and training

(5) Staff load

(6) Lack of essential help

(7) Other

g. Opinion as to the need for other types of a coordinated index or registration file which might be useful for group work agencies:
(Indicate reasons with each)

(1) Central ~~camping~~ file

(2) Recreational index (index of all agencies' members)

(3) Other (Describe)

h. General comments

As shown on the map for other types of construction, the
construction type of the site is noted for the construction
(indicate reasons for this)
(1) Control: (a) (b) (c) (d) (e) (f) (g) (h) (i) (j) (k) (l) (m) (n) (o) (p) (q) (r) (s) (t) (u) (v) (w) (x) (y) (z)

(2) (a) (b) (c) (d) (e) (f) (g) (h) (i) (j) (k) (l) (m) (n) (o) (p) (q) (r) (s) (t) (u) (v) (w) (x) (y) (z)

(3) (a) (b) (c) (d) (e) (f) (g) (h) (i) (j) (k) (l) (m) (n) (o) (p) (q) (r) (s) (t) (u) (v) (w) (x) (y) (z)

(4) (a) (b) (c) (d) (e) (f) (g) (h) (i) (j) (k) (l) (m) (n) (o) (p) (q) (r) (s) (t) (u) (v) (w) (x) (y) (z)

APPENDIX III

APPENDIX III

APPENDIX III

USE OF THE BOSTON SOCIAL SERVICE INDEX BY GROUP WORK AGENCIES

Q U E S T I O N N A I R E

1. Name of agency Address
2. Name and position of person giving information
3. Kinds of service: (Check)
 - a. Group services
 - (1) Recreational-educational
(Thru clubs, classes, etc.)
 - (2) Nursery school
 - (3) Camp work (including
day camp)
 - (4) Playground
 - (5) Extension work
 - (6) Other -
 - b. Services to individuals
 - (1) Direct case work
 - (2) Case work consultation
 - (3) Other personal service
 - (4) Medical service
 - (5) Vocational and educa-
tional guidance
 - (6) Neighborhood visiting
 - (7) Other -
 - c. Miscellaneous
 - (1) Community organization
 - (2) Residence facilities (non-staff)
 - (3) Other -
4. Membership served:
 - a. Total number
 - b. Sex (check) M. F.
 - c. Age range
 - d. In what family income group would you say that the majority of your membership falls? (Check)
 - (1) Under \$2000
 - (2) \$2000 - \$2499
 - (3) \$2500 - \$3499
 - (4) Over \$3500
5. Current individualized work at agency:
 - a. Do you refer any of your members for service to any other agencies?
If so, describe
 - b. Describe special work with individuals within the agency (in contrast
to group and mass activities)
 - c. Are case work agencies consulted in (b) ?
If so, describe

USE OF THE MEMBER SERVICE INDEX TO AID THE MEMBER

STEP 1: IDENTIFY THE

Address

1. Name of agency

2. Name and position of person giving information

3. Kind of service (check)

Group services

- (1) Remedial-educational
- (2) Study club, classes, etc.
- (3) Library school
- (4) Camp work (including day camp)
- (5) Extension work
- (6) Other

Individual services

- (1) Guidance organization
- (2) Guidance (individual)
- (3) Other

Service to individuals

- (1) District camp etc.
- (2) Case work (individual)
- (3) Group guidance service
- (4) Medical service
- (5) Remedial and other
- (6) Remedial and other
- (7) Remedial and other
- (8) Other

4. Membership period: a. Total number

b. Sex (check)

5. Is this family income more than one-half of family income?

- (1) Under \$1000
- (2) \$1000 - \$1499
- (3) \$1500 - \$1999
- (4) \$2000 - \$2499
- (5) \$2500 - \$2999
- (6) \$3000 - \$3499
- (7) \$3500 - \$3999
- (8) \$4000 - \$4499
- (9) \$4500 - \$4999
- (10) \$5000 - \$5499
- (11) \$5500 - \$5999
- (12) \$6000 - \$6499
- (13) \$6500 - \$6999
- (14) \$7000 - \$7499
- (15) \$7500 - \$7999
- (16) \$8000 - \$8499
- (17) \$8500 - \$8999
- (18) \$9000 - \$9499
- (19) \$9500 - \$9999
- (20) \$10000 and over

6. Current individualized work in progress?

- a. Do you refer any of your members for service in any other agency?
- b. If not, describe

7. Possible special case with individual within the agency (in service to group and individual)

8. Are you member? (check)

If no, describe

- d. Describe cooperative procedure with other agencies where joint work with individual is undertaken ..

6. Staff used for individualized work (Describe) .
(cf. case worker, consultant case worker, guidance worker, etc.)
Title Social work education and experience

7. a. Has agency ever used the S.S.I.? Yes No

- b. Is yes, give approximate dates and describe extent of use

- c. If no, has agency ever applied to S.S.I. for use?

8. Reasons for not using S.S.I. at present: (Describe where applicable)

- a. Agency function and objectives

- b. Kinds of people served

- c. Record-keeping

- d. Staff qualifications and training

- e. Staff load or pressure of work

- f. Lack of secretarial help

- g. Other -

THE UNIVERSITY OF CHICAGO

PHYSICS DEPARTMENT

1950-1951

PHYSICS 101

LECTURE NOTES

BY

ROBERT A. FETTER

AND

JOHN D. JOHNSON

1951

9. Is G.B.C.C. Information Service used by agency?
what situations?

If so, in

10. Opinion as to the need for other types of coordinated index or registration file which might be useful for group work agencies: (Indicate reasons with each)

a. Central camping file

b. Recreational index (index of all agencies' members)

c. Other -

11. General comments

10. Opinion as to the need for other types of restricted access to
restricted files which should be made for those who are authorized
reasons (10-10)

a. Control handling file

b. Administrative index (Index of all records)

c. Other -

11. General comments

1. Date of clearing

2. Clearing code (see
1st page of report)

3. Name of agency

4. Identification of individual to be interviewed

5. If known:

a. Number of different agencies identified

b. List of agencies

6. Agency reason for making clearing

APPENDIX IV

7. Was problem used previously?

a. number

b. title

c. date submitted

d. parent

e. current status

f. other agencies

8. At what point in the development of the case was clearing made?
(Describe)

9. As result of clearing was case or related problem eliminated?
(Describe)

10. Follow-up of clearing:

a. agencies contacted

b. method of follow-up

11. Supplementary information received from other agencies (if any)

VI KICMETIA

SCHEDULE FOR ANALYSIS OF INDIVIDUAL CLEARING IN STUDY

1. Date of Clearing
2. Clearing Code Number
(in consecutive order of receipt)
3. Name of Agency
4. Identification of clearing at S.S.I.: Known Unknown
5. If known:
 - a. Number of different agencies identified
 - b. List of agencies
6. Agency reason for making clearing
7. Was problem that of: (Check)
 - a. member c. sibling e. other relative
 - b. parent d. general family f. other (Describe)
8. At what point in the development of the case was clearing made?
(Describe)
9. As result of clearing was new or further problem discovered?
(Describe)
10. Follow-up of clearing:
 - a. Agencies contacted
 - b. Method of follow-up
 - c. Supplementary information received from other agencies (Describe)

SCHEDULE FOR ANALYSIS OF INDIVIDUAL CLEARING IN STUDY

1. Date of Clearing
2. Discharge Code Number
(in consecutive order of release)

3. Name of Agency

4. Identification of clearing at S.S.I.: Known Unknown

5. If known:
a. Number of different agencies identified

b. List of agencies

6. Agency reason for making clearing

7. Was problem that of: (Check)
a. member
b. parent
c. sibling
d. general family
e. other relative
f. other (Describe)

8. At what point in the development of the case was clearing made? (Describe)

9. As result of clearing was new or further problem discovered? (Describe)

10. Follow-up of clearing:
a. Agencies contacted

b. Method of follow-up

11. Supplementary information received from other agencies (Describe)

d. Treatment of individual or family:

(1) Within agency:

(a) Programming (Describe)

(b) Individual work (Describe)

(2) Outside agency:

(a) Direct referral (Describe)

(b) Joint treatment (Describe)

11. Were any inquiries received from other agencies as result of this clearing? Describe action on this

12. Comment on change in status of individual or family as result of clearing and follow-up

4. Treatment of individual or family:
(1) Within agency
(a) Programming (Describe)

(b) Individual work (Describe)

(2) Outside agency:
(a) Direct referral (Describe)

(b) Joint treatment (Describe)

11. Were any incidents received from other agencies as result of this offering?
Describe action on this

12. Comment on changes in status of individual or family as result of offering and follow-up

APPENDIX V

APPENDIX I

APPENDIX VI

IV XICMSTRA

GREATER BOSTON COMMUNITY COUNCIL
Social Service Index Committee

ELIGIBILITY CRITERIA FOR USE OF THE BOSTON SOCIAL SERVICE INDEX

(Adopted by the Board of Directors of the Greater Boston Community Council
February 10, 1949)

To recommend an agency as eligible to use the Social Service Index, the Membership Committee will determine that the agency meets certain minimum requirements:

1. It is a non-profit tax supported or voluntary organization accepted and recognized in the community as a social service having as its primary purpose the welfare of its clients and the community. The general public, commercial services and individuals will not be permitted to use the services of the Index.
2. It is governed by a responsible board or legally established authority.
3. It shows evidence of financial support adequate to insure standards.
4. It has an office where records are kept and adequately safeguarded and where personnel can be reached.
5. Application for use of the Social Service Index implies willingness to:
 - a. supply adequate identifying data for Social Service Index files.
 - b. to consult with other member agencies regarding client in whom they are interested.
6. a. Its case work program is in charge of a qualified social worker.

Minimum standards for "qualified social worker" will be three years of experience in social work in a qualified public or private agency or college education and one year in an accredited school of social work.

(The above qualifications are essentially comparable to the lowest grade Civil Service paid Public Welfare agent in the state of Massachusetts. The Committee feels that they apply only to agencies which employ paid social workers -- for instance, these standards would not apply to organizations which do not have a case work program or to Boards of Public Welfare or small towns in which Public Welfare is done by the elected Board of Public Welfare. These standards will apply to the Head Worker in an agency or the worker who is placed in charge of inter-agency policies.)

b. In an agency which does not have a case work program, the person in charge of the department applying to use the Index is eligible to belong to the professional organization in this field.

7. The agency keeps records which contain adequate identifying data, the nature of the service requested, and the service rendered.

8. The agency maintains policies and procedures which insure adequate protection of the confidential nature of their records.

9. Information about a client received from another agency is not passed on without the consent of that agency.

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APPENDIX VII

PLATE VII

GREATER BOSTON COMMUNITY COUNCIL
Social Service Index Membership Committee
Application for Use of Social Service Index

Date _____

Name of Agency _____

Address _____

Executive _____

1. Please give a brief description of function and program of the agency.

2. How will use of the Index further the program of the agency?

3. Is agency public _____ private _____?

If private: is it incorporated _____?

how is it supported? Community Fund _____

Other (Specify) _____

Is agency member of a council of social agencies? (Specify)

Name any national or state organizations with which agency is affiliated.

4. Address of office where records are kept:

Are records kept in locked files?

Would Social Service Index photostat be attached to record?

Describe briefly type of record kept. Please send face sheet and other record forms.

Name of Agency

Address

Executive

1. Please give a brief description of function and purpose of the agency.

2. How will use of the Index further the progress of the agency?

3. Is agency public or private?

4. Is purpose to be accomplished by the agency?
If so, is it reported annually?
If not, when?

5. Is agency member of a society or society of similar agencies?
How are relations with other agencies maintained?

6. Address of office where records are kept.

7. Are records kept in printed form?

8. Would social service be rendered or assistance to members?

9. Describe briefly type of records kept. Please note that these are not records of the agency.

5. Has agency case-work program?
- a) If answer is yes, please state briefly education and experience of person at present in charge of case-work program.
 - b) If answer is no, please state briefly what departments will use information supplied by Social Service Index and state education and experience of present heads of these departments.

6. What is policy of the agency in sharing information with other agencies?

This agency recognizes its responsibility to safeguard all reports received from the Social Service Index and information from participating agencies. It has record-keeping facilities which are not open to the general public and the staff having access to this information is competent and trustworthy.

This agency agrees that the information obtained will be used only in the interest of and for the benefit of the individual or his family.

SIGNED _____

GREATER BOSTON COMMUNITY COUNCIL
Social Service Index Membership Committee

Re-Application for Use of Social Service Index

Name of Agency _____ Date _____

Address _____ Telephone Number _____

Executive (Name and Title) _____

1. Please give a brief description of function and program of your agency, including the final authority governing the action of your agency.

2. How does use of the Index further the program of your agency?

3. List state and national organizations, and community councils in which agency has membership.

4. How is agency supported? a) Community Fund or Chest: _____
b) Tax Funds: City _____ c) Other (specify) _____
State _____
Federal _____
5. Date of beginning of fiscal year of agency _____
Date to send bill for inclusion in agency budget _____
Name and address of person to whom bill should be sent _____

Payments will be made annually _____ semi-annually _____ other (specify) _____
6. Address of office where records are kept _____
Are records kept in locked files? _____
Describe briefly type of record kept. Please send face sheet and other case record forms.

THE HISTORY OF THE
CITY OF BOSTON

FROM THE FIRST SETTLEMENT TO THE PRESENT TIME

BY NATHANIEL BENTLEY, ESQ. OF BOSTON.

IN TWO VOLUMES.

VOLUME THE FIRST.

BOSTON: PRINTED BY S. KNEELAND, AT THE SIGN OF THE SHIP, IN NASSAU-STREET, NEAR THE CITY-CHURCH.

1787.

THE SECOND VOLUME.

BOSTON: PRINTED BY S. KNEELAND, AT THE SIGN OF THE SHIP, IN NASSAU-STREET, NEAR THE CITY-CHURCH.

1787.

7. Has agency case work program?

- a) If answer is yes, please state briefly education, experience and professional memberships of person at present in charge of case work program.

- b) If answer is no, please state briefly what departments use information supplied by Social Service Index and state education, experience and professional memberships of present heads of these departments.

8. State policy of your agency in sharing information with other agencies?

This agency recognizes its responsibility to safeguard all reports received from the Social Service Index and information from participating agencies. It has record-keeping facilities which are not open to the general public and the staff having access to this information is competent and trustworthy. The information obtained will be used only in the interest of and for the benefit of the individual or his family.

This agency agrees to pay its share of the cost of the Social Service Index as determined by its proportion of use of Index service.

- a) Payments will be made by this agency_____
- b) Payments will be made by (give name of community chest or public department)

This agency will inform the Social Service Index Committee of any changes in the above information.

Signature of Official_____

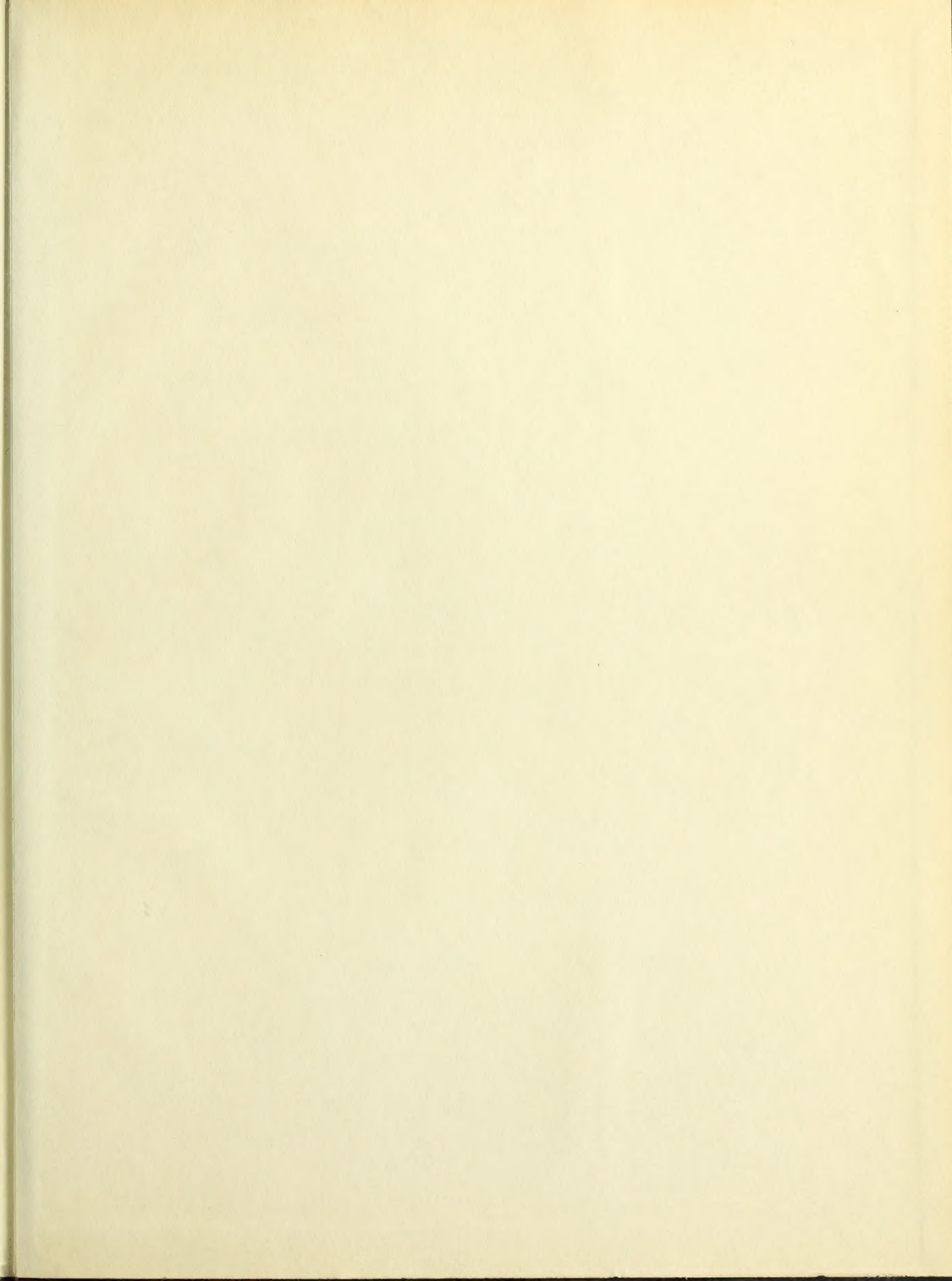
• Title

Agency

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